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**LEAGUE OF NATIONS**

**REPORT**

**ON THE**

**WORK OF THE LEAGUE  
DURING THE WAR**

**submitted to the Assembly  
by the Acting Secretary-General**

**Geneva, October 1945**







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## INTRODUCTION

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The peoples of the world, searching for means to avoid the inhumanity and folly of war constantly becoming more terrible and destructive, made a covenant and a league of peace. They did not keep the covenant ; they broke the league ; and a new war smashed across Europe and leaped the oceans. Aggression and ambition, on one side, timidity of Governments and short-sighted vision of the peoples themselves, on the other, led straight to the catastrophe.

The League of Nations as an organisation no doubt had faults, but it is dangerous nonsense to say that war came because of those faults. The League did not fail ; it was the nations which failed to use it. That is the lesson of the last ten years and it is a vital and terrible warning for the next ten years. The old League of Nations is going and the new League takes the centre of the world's stage. Whether, in many respects, it is better than the machine which is being discarded is not the most important thing. Success will depend on how it is used, on the justice, wisdom and courage of leaders and, above all, on the vision and determination of the common people. Such truisms cannot be too often repeated in view of the immensity of the task which again faces humanity. The new generation of builders and makers must not be misled into thinking that any defect in the ideals or organisation of the League of Nations was the cause of humanity's tragic failure. That failure was due rather to the statesmen and peoples of the League of Nations that contented themselves with lip-service, that could not face the lesser sacrifices to avoid the greater, and to those peoples and States which foolishly imagined they could be lookers-on. That will be the verdict of history, simplified though it may appear in the welter and tangle of international relations.

The United Nations Organisation, launched only a few months ago, is already a vital and great reality. Its Charter points the way

to peace and freedom and progress. There is no alternative to this way ; it is a continuation of the first effort to organise nations to help and to protect themselves and others. The League might have been reconstructed, thus avoiding many complications, but that was apparently impossible for political reasons. A start is again made, with a new name, a new Covenant, possibly a new seat ; but the problems remain the same, the objects are unchanged, and methods cannot greatly differ. Above all, the United Nations will begin its work with the superlative advantage of the co-operation of all the World Powers—including, for the first time, the United States of America. Whatever clouds may cross the sky of international affairs, the future is assured while their peoples are inspired by the principles of the preamble to the Charter and contribute their force, their genius and their political maturity to the common cause. On these peoples, above all, responsibility rests, but the less powerful nations must take their share of duties just as they will and must assert their rights in a free world. All this is now possible. We must have hope and belief, but we cannot rely on these alone ; each must give his share in creating confidence in one another ; and the onward march of humanity, stirred by ideals and guided by moral principles, will be resumed.

Until the agreement of Dumbarton Oaks, enlarged and confirmed by the Conference of San Francisco, the future of the League was uncertain. Apart from the valuable services being given in the non-political field, it was necessary to keep the framework of the organisation in reserve, even though many political provisions in the Covenant were virtually in suspense. Only on the adoption of the Charter of the United Nations in 1945 did the possible political value of the League disappear. The necessity for the so-called "technical" services—economic, financial, transit, health, narcotic drugs, etc.—being pursued remained as great as ever. It was on these services that the contributions received during the war were expended, and results have fully justified the policy which brought them, useful and active, through the war-years. The continuation of such activities—apart from their momentary or durable intrinsic value—was also to some extent a challenge to the forces of disorder and would, it was expected, ultimately help to provide a basis for a reconstructed world organisation.

### *Transfer Problems.*

The creation of the United Nations by fifty States (including thirty-two Members of the League) means that these technical services must soon cease or be absorbed into the new organisation. The latter is the policy desired by the San Francisco Conference, which laid on the Preparatory Commission of the United Nations the duty to—

“ formulate recommendations concerning the possible transfer of certain functions, activities, and assets of the League of Nations which it may be considered desirable for the new Organisation to take over on terms to be arranged ”.

The Executive Committee of the United Nations, which has been preparing in recent months for decisions on this subject, has been supplied with any information it required from the League Secretariat. While a majority of League Members constitutes also a majority of United Nations Members, it is, however, recognised that any decisions as to the future of League assets and activities must be taken by the League of Nations. The Acting Secretary-General had therefore to anticipate that a stage would be reached when discussions on the formulation of terms of transfer would be necessary. Authority from the Governments would be needed and it was first contemplated that a session of the League Assembly would be immediately summoned. Such an early meeting, however, would have been able to do little more than give the necessary authorisation for discussions and would have necessitated a second meeting shortly afterwards. After discussion with the President of the Assembly (M. C. J. Hambro), with the last President of the Council (M. Costa du Rels), and with the members of the Supervisory Commission, the Acting Secretary-General on September 20th sent the following telegram to Governments :

“ States Members League Nations are aware of decisions taken at San Francisco which envisage replacement of League by United Nations. Executive Committee of United Nations is *inter alia* entrusted with the duty to ‘formulate recommendations concerning possible transfer of certain functions activities and assets of League which it may be considered desirable for new Organisation to take over on terms to be arranged’. The Executive Committee is at present sitting in London and it seems advisable that competent League body should without delay discuss and so far as feasible formulate provisional terms

of transfer. Those including disposal of material assets such as funds and buildings would be subject to final decision of League Assembly. I feel I shall be expressing wishes of States Members in suggesting Supervisory Commission should undertake this duty. It is specially competent in view of its knowledge of and association with League affairs under powers it has exercised in virtue of resolutions adopted by the Assembly in 1938 and confirmed in 1939. I have ascertained that subject to concurrence of States Members Supervisory Commission is willing to accept this responsibility. The Assembly will be convened early in coming year to review position and take final decisions concerning League activities. If the Governments agree with above programme it is hoped a second session of Assembly may be avoided and post-Assembly responsibilities transferred to competent body designated by the Assembly. In addition to essential preparatory work Supervisory Commission will also in pursuance of its emergency powers adopt budget for 1946 including credits for Assembly meeting. The Secretariat budget would provide for the maintenance of present non-political activities. Date of transfer is uncertain and contributing States would be credited with any unused part of their contributions appropriated for the transferred services. Provision has also to be made for terminal charges for Secretariat and Permanent Court and for full year's activity of the International Labour Organisation. In view of urgency of matter would welcome telegraphic acknowledgment of above communication with any observations Members of the League may wish to submit. As early action may be required it is desirable that I be informed if States Members agree with programme outlined above with concurrence President of Assembly and Chairman and Vice-Chairman of Supervisory Commission. Unless therefore I receive replies from Governments before October 5th I shall assume their assent to programme."

The proposed procedure proved to be acceptable and on October 15th, 1945, the Executive Committee of the United Nations was informed that a competent organ had been appointed to represent the League in any preliminary discussions which might be required, the Assembly reserving to itself the right of final approval. Should the Assembly decide not to meet again after giving general decisions on the policy to be pursued, it will be appreciated that the application of these decisions, the solution of problems unavoidably left in suspense, will necessitate the nomination of an authority (such as the Supervisory Commission) endorsed with full powers to complete the Assembly's work.

The Chairman and members of the Supervisory Commission, who throughout the war have given such distinguished and devoted

service to the interests of States Members, have not hesitated to undertake a new task in examining the proposals to be made by the United Nations Committee. The responsibilities placed upon the Commission and on the Principal Officers of the League Organisations by the Assembly when it met at the beginning of the war have been carefully and wisely discharged. The members of the Commission have added to their already considerable national burdens, political and supervisory duties, thereby placing Governments greatly in their debt. Their intimate knowledge of affairs of the League administrations indicates their special competence for the new duty they have now undertaken. It will not be a simple task, whatever method is adopted, for, while it is desirable to expedite the transfer or termination of League functions, it is unlikely that a worldwide organisation covering many fields of human activity can be closed down with the speed and procedure of a limited liability company. Political, legal and administrative problems will arise and, in most cases, satisfactory solutions must be found before the organs of the League and the Permanent Court of International Justice are replaced and the International Labour Organisation is established on a new foundation.

The League has many assets which should be preserved for the benefit of its successor and for the benefit of world co-operation. Its present financial position is sound, as will be seen in the latest report of the Supervisory Commission.<sup>1</sup> This is due to the policy of drastic economy and careful administration and, above all, it is due to those States—including some which bore the heaviest war expenses—which regularly and loyally carried out their undertakings to pay contributions to the organisation.<sup>2</sup>

The substantial properties of the League, its numerous offices and buildings specially constructed for housing a great international organisation, its magnificent Library, represent a considerable financial value: still more, they represent facilities for working in the international field which should be preserved for similar purposes. It seems natural, moreover, that those States which have faithfully discharged their financial obligations should have their special rights in League assets fully protected.

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<sup>1</sup> Document A.5.1946.X.

<sup>2</sup> Document C.82.M.82.1945.X.

*Work during the War.*

During the war, the Members of the League were kept informed by the Secretary-General's annual reports of the work being done. This information was supplemented by regular reports of the Supervisory Commission and of other Committees as well as by the circulation of many Secretariat documents and studies. In spite of the military situation in 1940, it was considered that headquarters in Geneva should not be abandoned, but precautions had to be taken to safeguard some League activities. As has now been officially disclosed, Switzerland was, for several years, in constant danger of invasion. In this situation a numerous mission of economic and financial experts was in 1940 sent to the United States of America, where generous friends at Princeton, New Jersey, welcomed them and helped them to establish a base for observation and intensive research work.<sup>1</sup> Under Dr. Alexander Loveday's unflagging inspiration, this mission did excellent work and earned high praise for its notable services to League and other governments. Branches of the Narcotic Drugs organs were established in Washington, D.C. Later in the same year, the Treasurer of the League, Mr. Seymour Jacklin, made a long and adventurous journey in order to reach London, which was felt to be the best seat for Treasury operations in financing the Secretariat and its missions abroad, the International Labour Office in Montreal, and the Permanent Court of International Justice. With a small staff, he shared all the dangers of life in the British capital and without his steadfast and distinguished service it is doubtful if the League could have carried on. The presence of these missions in America and Britain also served as valuable additional links with Governments in view of the facilities afforded for direct and often personal contacts. Another mission by the officer in charge of the

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<sup>1</sup> The initiative was taken by Princeton University, the Institute for Advanced Study, and the Rockefeller Institute for Medical Research. Dr. Frank Aydelotte, the Director of the Institute for Advanced Study, put excellent offices at the disposal of the mission, and Dr. Harold Dodds, President of Princeton University, arranged that the members of the mission should have faculty privileges at the University and the use of the University Library. A generous annual grant by the Rockefeller Foundation also greatly facilitated the work of the mission. The Acting Secretary-General takes this occasion for expressing formally and publicly his real sense of gratitude to these three learned bodies and to the Rockefeller Foundation (see also references in the section of the present Report dealing with this Department's work and also that relating to narcotic drugs).

League Health Service was able to give valuable assistance to Governments and organisations when visiting the United Kingdom and North America. The International Labour Office transferred its working-base to Montreal and continued to hold conferences on the American continent. The seat of the Court at The Hague was temporarily abandoned when the Netherlands was invaded in 1940, the President, one of the Judges and the Registrar with a few officials coming to Geneva.

In the meantime, at Geneva normal work had to be pursued in spite of some feeling of isolation not lessened by the presence of unfriendly forces about ten minutes' walk from the *Palais des Nations*. Valuable statistics of all kinds—financial, economic, transit, health, narcotic drugs, etc.—were collected and disseminated ; work was shared with the missions in America ; documents of current and future value were prepared and published ; the framework of the League was maintained and the work was kept going in the heart of a continent virtually controlled by antagonistic forces. Within the shelter of the Swiss frontiers the difficulties were partly moral, partly political, and partly material.

The years were busy ones for the Administration. The failure of some Governments to pay their contributions, the imperative demand for economy in order to reduce charges on Governments, added to the problems. The Secretariat budget was soon brought down to 20% of that of 1939, and the general budget for all organisations to 31%. This situation is more fully described in a note by the Acting Secretary-General published as an annex to the Supervisory Commission's report for the year 1944. In concluding that note, the Acting Secretary-General wrote :

“ Only those who have had a similar experience could realise the quality of the task of reducing a great organisation to 20% of its effectives and at the same time reorganising what remained to carry on its work. It will be understood that, particularly in political circumstances such as those of the summer of 1940, many officials, who would have been kept in the Secretariat under any reasonable scheme, decided voluntarily to leave and seek service in their own countries (so far as it was materially or morally possible for them to do so) ; at that moment the call of national patriotism seemed to them to mean more urgent and immediate service. There were other reasons also which prevented, during a few vital months in that year, the application in the Secretariat of a calm and rational scheme of reduction. Nevertheless, during the succeeding years the

pressure on the Administration for economies remained so insistent, and in some respects so necessary, that the expenditure on every item, however small, had to be squeezed to the absolute minimum. The general instruction was to live within actual income and avoid increasing the total demand on States Members. The record in the preceding pages shows how successful has been the accomplishment of this side of the Administration's task ; it will also be understood, however, that the imposition of this severe policy was at times the subject of grave doubt when the political and practical value of the maintenance of the first world organisation at a still higher degree of effectiveness was placed in the balance. However the value of this administrative work may be assessed in the future, the Acting Secretary-General offers in this brief record a tribute to the devotion of his colleagues and to their loyalty to the international service. This applies equally to those who have been re-engaged in what must for the present be treated as a temporary employment.

“ While the object throughout has been to combine great economies with the maintenance of an effective machine, the Secretariat of the League has not only survived but has been performing vital and most valuable duties. It is perhaps desirable again to state this in concluding a memorandum designed rather to show the substantial character of the reductions in actual expenditure. The negative fight for existence rapidly passed into a positive, real, and continuing contribution to the needs of States Members and of other Governments. This of course would have been impossible had it not been for the broad vision and constant faith shown by the leaders of a substantial number of States Members. In spite of unparalleled preoccupation with the terrific tasks imposed upon them by the world war, these Members have looked beyond the turmoil : they have not only assessed the real value of substantial immediate services being rendered but have made it materially possible for the three organs of the League of Nations—the Secretariat, the International Labour Organisation, and the International Court—to remain as a beacon and a guide until the peoples of the world had again found faith in a future of ordered peace and justice, and had an opportunity to consider the best means of reorganising international co-operation for these objects.”

The time is now approaching when the Supervisory Commission and the Principal Officers can report back to the Assembly on the discharge of the duties laid upon them in 1939 and 1940. Many things will have greatly changed and the importance of such achievements as were possible will therefore now be differently assessed. The belief that the foundering of the League in the “ black years ”, as a result of physical or moral shortcoming, would have meant a failure on the political front was an inspiring conviction.

“ The fact ”, wrote one statesman, then carrying a great war burden, “ that you are still keeping the flag flying at Geneva has, quite apart from the technical work which the Secretariat can still usefully do, a moral and political significance which could perhaps only be accurately measured if you were obliged to haul it down.”

This aspect of the situation, however important, had to be kept in the background, and all the monies available and all the energy of willing and loyal colleagues had to be directed into non-political channels, the extent and value of which may be partly estimated from the list of publications at the end of this Report.

#### *Assets and Activities.*

Whatever the problems connected with the transfer of activities, assets and liabilities from one international organisation to another, it is thought that Governments generally will recognise the value of the heritage. Men and women who have been trained for years to serve internationally will be available for service with the United Nations. Whether they are still in the Secretariat or the Court Service or have left for national work, their unusual experience will no doubt commend them to the new authorities.

There seems to be no reason why the archives of the League—the result of twenty-five years of collecting, classification, and study—should not be a foundation stone for the new Secretariat. This work of officials and commissions can be a starting-point for the fine programme of international co-operation outlined in the Charter and should be an additional help in ensuring that there is no avoidable gap in the activities to be pursued. The registration of thousands of Treaties and the care of authenticated originals and copies constitute another responsibility.

The League Library, it has often been said, is unique in Europe and perhaps in the world. It was begun in an unspectacular way in 1919 and a generous gift in 1929 by Mr. John D. Rockefeller, Junior, permitted not only expansion but the construction of most modern premises. Its collections, including, in particular, official publications from all countries and in many languages, number 330,000 volumes. It should be preserved as a unit and serve as an easily accessible centre for the study of international affairs as well as an instrument for international organisations. Its dispersion would be a great loss.

The other League buildings, specially erected for international purposes after ten years' painful experience in makeshift buildings, have been kept in excellent order. If they are not immediately wanted, they might be maintained for similar use in the future and their preservation ensured, if necessary, by adequate financial provision.

As for the method by which the Mandates system can be replaced by the Trusteeship scheme outlined in the Charter, it is expected that Governments will make proposals during the League Assembly meeting. The Mandates Commission has not met for several years, but the high standard of its work has earned the gratitude of all Governments. A useful survey of achievements of the Mandates system was published by the Secretariat this year.<sup>1</sup>

It has been thought useful to draw up and circulate to Governments a list of League Commissions and Committees.<sup>2</sup> They have, without exception, earned due recognition for services rendered in international work. Some have been able to meet during the war; those which have been established by international conventions will very likely continue to exist.

An important problem facing Governments is the question of powers and duties attributed to the League by international treaties. Certain treaties provide only that secretarial or ministerial functions will be fulfilled by the League; the functions attributed to it by other treaties form part of their operation. The latter at present depends on the existence of League organs, or organs appointed by the League. The question has been studied in two documents issued by the Secretariat: *Powers and Duties attributed to the League of Nations by International Treaties*<sup>3</sup> and *List of Conventions attributing Powers to the League*.<sup>4</sup> The Executive Committee of the United Nations is aware of the importance of the problem and will very likely propose a system that will permit of the amendment of treaties and conventions which it seems desirable to keep in force. The conventions on the control of traffic in opium and other narcotic drugs are a more obvious instance of such conventions.

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<sup>1</sup> *The Mandates System: Origin—Principles—Application* (Ser. L.o.N. P. 1945.VI.A.1).

<sup>2</sup> Document C.99.M.99.1945.V.

<sup>3</sup> Document C.3.M.3.1944.V.

<sup>4</sup> Document C.100.M.100.1945.V.

*The Court and the International Labour Organisation.*

The Permanent Court of International Justice will be replaced by the new International Court of Justice, which, like its predecessor, will sit in the city of The Hague, a centre of the noblest peace efforts, now resurgent after five long years of oppression. To a great extent, the International Court will, as regards organisation, competence and procedure, be the old Court under a new name. No greater homage could, it seems, be paid to the judiciary organ of the League and to the Assembly which drafted its Statute after taking the opinion of eminent jurists. Certain questions, legal and financial, connected with the winding-up of the activities of the Permanent Court may have to be submitted to the next Assembly of the League when the proposals of the United Nations are known.

The International Labour Organisation also is closely connected with the League. According to its Constitution, it was established at the seat of the League as part of the organisation of the League. Moreover, membership of the League carries with it membership of the International Labour Organisation and various functions are attributed to the Council and the Secretary-General in connection with the Organisation. There are also close financial ties, as the expenses of the International Labour Office and of the meetings of the Conference or Governing Body are paid to the Director of the International Labour Office out of the general funds of the League. The budget of the International Labour Organisation is part of the general budget of the League. As Governments' contributions to this general budget were paid, its proportionate share was remitted to the International Labour Office, which was also entitled to ask for advances out of the League Working Capital Fund.

During the war, the Supervisory Commission, acting under the emergency powers conferred upon it by the Assembly, continued every year to approve budgets of the International Labour Organisation as parts of the general budgets of the League, and monies have never ceased to be collected and remitted to the Director.

The question of legal and other links between the League and the International Labour Organisation is at present being studied by the International Labour Conference. The Assembly of the League also will, it seems, have to examine the question, as well as to deal with various administrative and financial problems of interest to the International Labour Organisation. Meanwhile,

the Supervisory Commission will have approved the general budget for the coming year, the greater part of which, as in recent years, consists of appropriations for the work of the International Labour Organisation. The latter should accordingly be in a normal position to pursue its activities during 1946.

Regarding the preceding and similar questions, only preparatory examination of a provisional character can be made, pending the proposals which may be transmitted by the United Nations, and of which the Assembly will be seized. The chapters of the present Report accordingly deal exclusively with the work done by various League Committees and by the Secretariat since 1940.<sup>1</sup> Its purpose is mainly to show how League organs have adapted themselves to war conditions, what services they have in recent years been able to render to Governments and to other international organisations, and what value can be assessed to activities which so far have been maintained.

The Report makes it clear that, contrary to what proved to be the case with the political system of the Covenant, there has been no breakdown in the so-called technical domains. The rather scanty provisions for non-political international co-operation contained in that instrument had during twenty years been so developed by League organs that they were not swept away by the war. They have, in fact, re-emerged, strengthened and extended, in the Charter of the United Nations.

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The new World Organisation is, in many respects, able to "take over" from the old. When the new International Court of Justice begins functioning, it will even inherit, in virtue of Articles 36 and 37 of its Statute, part of the present competence of the Permanent Court of International Justice. The allocation of work between the Security Council and the Economic and Social Council of the United Nations has been made on lines which, to a great extent, correspond to the recommendations made by the "Bruce Committee" and adopted by the League in 1939. There are several features of the Mandates system created by the Covenant and developed by the League which reappear in the International Trusteeship scheme

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<sup>1</sup> See also documents C.41.M.38.1941, C.35.M.35.1942, C.25.M.25.1943, C.14.M.14.1945.

adopted by the San Francisco Conference. In the provisions relating to international peace and security, as well as in the respective rôles of the General Assembly and Security Council also, the experience of the League has been taken into account, and, side by side with evident divergencies, obvious similarities can be found between the Charter and the Covenant.

The first "great experiment" in international co-operation for peace and human progress has been made. Its lessons must now contribute to the success of the second experiment. The powers of destruction which would be let loose in a new conflict do not permit the envisaging of a possible failure.

Sean LESTER.

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## I. ECONOMIC, FINANCIAL AND TRANSIT QUESTIONS

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In 1939, the Assembly observed that "the present condition of the world renders it all the more necessary that the economic and social work of the League. . . . should continue on as broad a basis as possible". This chapter records the manner and the measure in which this objective has been realised as regards economic, financial and transit questions. The social work is dealt with in Chapter II. The past six years have been a period of great activity for the Economic and Financial Organisation. The work of the Organisation was re-orientated, and in some directions greatly developed.

In 1940, the Director and certain other senior officials were transferred on mission to the United States of America and it was in consequence possible to organise a number of meetings of three of the standing committees of the Organisation and sub-committee meetings of the fourth, whilst one of the most important of the temporary committees of the League—the Delegation on Economic Depressions—has been enabled to complete its work. The key periodical publications of the Department have been maintained and an impressive series of reports and studies, both on current economic developments and on post-war economic problems, has been prepared and published. Relationships with Governments and with intergovernmental organisations have been fostered. At the end of the war, the Organisation remains intact as a working machine, and with important work in hand.

These developments will be described below : but first a word must be said about the fate of the proposals of what is generally known as the "Bruce Committee", which engaged the special attention of the 1939 Assembly, for the reorganisation of the machinery of the economic and social work of the League.

## 1. THE MACHINERY OF INTERNATIONAL ECONOMIC CO-OPERATION

The 1939 Assembly had before it the Report of the Special Committee for the Development of International Co-operation in Economic and Social Affairs (the Bruce Committee), which proposed the creation of a Central Committee to unify the economic and social work of the League and take over the functions which the Council had previously exercised in regard to that work. The Bruce Committee's Report was approved by the Assembly as a "first step in the adaptation of the existing machinery of international, economic and social collaboration to the changing conditions of the world"; and the Assembly Bureau was requested to set up the Central Committee.

The Bureau thereupon appointed an Organising Committee, which was to form the nucleus of the future Central Committee, the States represented being the Argentine, Australia, Belgium, the United Kingdom, France, the Netherlands, Norway, Portugal, Switzerland and Turkey. A meeting of this organising body, under the chairmanship of the late Dr. H. Colijn, was held at The Hague in February 1940, and it was proposed to hold a second meeting in the same capital in the early summer to settle the remaining appointments to the Central Committee. This intention was frustrated by the advance of the German armies. The League's efforts to reconstruct the machinery of international economic and social co-operation were, however, not lost; for the Economic and Social Council, which is to be set up under the Charter of the United Nations, is based directly on the League's experience and is, in its conception, similar to the Central Committee projected by the League in 1939/40.

## 2. WAR-TIME RE-ORIENTATION OF WORK

The Assembly discussions of the proposals of the Bruce Committee revealed a concensus of opinion among League Members:

(a) That the work of the Economic Intelligence Service, which was not only of current value but likely to be of vital importance when the time came for the reconstruction of the world's economic life after the war, must be continued;

(b) That the lessons of the twenty-years experience of the Economic and Financial Organisation should be studied and set out for future guidance; and

(c) That, so far as possible, the Organisation itself should be kept intact and its programme of Committee work carried forward.

It was left to the Secretary-General, with both staff and budgetary appropriations greatly reduced, to make whatever arrangements seemed most appropriate to achieve these three desiderata. With reference to the first, it was clear that, owing to the fundamental changes caused by the war, a re-orientation of the work on current economic developments was required. Moreover, owing to the reduced volume of statistical and other information available, it would in any case have been impossible to continue the preparation of the various specialised memoranda<sup>1</sup> that had regularly appeared before the war. It was accordingly decided to concentrate the work on current events in the three key periodical publications of the Department—namely, the *World Economic Survey*, the *Monthly Bulletin of Statistics* and the *Statistical Year-Book*—and to supplement these at intervals by the detailed statistics of commercial and central banks which had previously been published as part of the memoranda on *Money and Banking*; and finally, to undertake special studies of selected subjects of immediate or ultimate importance. How this plan has been carried out is discussed below in Section 4.

The second task mentioned above called for the elaboration of a programme of studies dealing with international experience of major economic problems that, in one form or another, were likely to present themselves after the war. A preliminary plan was drafted in the early months of 1940 by the Director of the Economic, Financial and Transit Department in consultation with high officials and economists of various countries, and work on the preparation of a number of studies was quickly begun. The plan, which in a slightly modified form was approved by the Economic and Financial Committees in 1942, was based upon three guiding principles :

First, that the future must inevitably be built on the past ;

Secondly, that the relevant evidence as to the past must be supported by adequate bases of fact, and the causal relationships between those facts carefully analysed ;

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<sup>1</sup> *International Trade Statistics*, *International Trade in Certain Raw Materials and Foodstuffs*, *World Production and Prices*, *Review of World Trade*, *Balances of Payments*, *Monetary Review*, *Survey of National Nutrition Policies*.

Thirdly, that the core of the post-war social and economic issues is likely to be the problem of economic security, and that the means by which such security may be achieved must therefore constitute the central thread of all constructive thinking for the future.

The broad aim of the programme was set out by the Economic and Financial Committees in the following terms :

“ ... the organs of the League should provide such expert guidance as they can to assist Governments in implementing the policies formulated in the Atlantic Charter—the enjoyment by all States of access on equal terms to the trade and raw materials of the world, the fullest collaboration between all nations with the object of securing for all improved labour standards, economic advancement and social security, the assurance that all men in all lands may live out their lives in freedom from fear and want.”

Section 5 below contains a description of the studies that have so far been prepared and published under the above programme, including studies on demographic problems which have been undertaken in pursuance of the plan of work laid down by the Demographic Committee in 1939.

How the task of carrying forward the work of the other Committees of the Organisation was approached is discussed in Sections 6 and 7. When the Assembly met in 1939, that task seemed well-nigh hopeless, owing at once to the mounting difficulties of calling together any representative international meetings in Europe, and to the departure of many official delegates from Geneva. But, as will be shown, these difficulties were largely overcome by the transfer of part of the Economic, Financial and Transit Department to the United States in the summer of 1940.

### 3. THE PRINCETON MISSION

In May 1940, the staff of the Economic, Financial and Transit Department was considerably reduced. By that date also, communications between Geneva and the outside world had become highly precarious, and it seemed essential, both for the efficient prosecution of the work and as a precaution against the risk of complete isolation, to move part of the staff elsewhere.

In June, Princeton University, the Institute for Advanced Study and the Rockefeller Institute for Medical Research were good enough to invite the Secretary-General to send the technical services

of the League to Princeton, where they offered to provide offices and other facilities. In response to this invitation, the Director and part of the staff of the Department were, as stated above, sent to Princeton in August and were furnished with excellent and very convenient offices by the Institute for Advanced Study. Other officials from Geneva joined them in 1941, and a staff of economists and statistical and secretarial assistants was gradually recruited in America with the aid of a generous grant from the Rockefeller Foundation.

The decision to send the mission to Princeton quickly justified itself. Our hosts in Princeton did everything in their power to facilitate the work of the Department ; new and valuable contacts were established, old contacts were renewed, and these contacts proved of vital importance. Studies relating to post-war problems could be carried out in Princeton in consultation with the economic advisers and experts of many countries stationed in the United States or visiting the country in connection with their official duties. The Organisation could more effectively make its services available to co-operating Governments, be represented at international Conferences, establish working relations with international agencies, and maintain the necessary contacts with the International Labour Office, most of whose activities had been transferred to Montreal in 1940.

#### 4. ECONOMIC INTELLIGENCE WORK

The division of the staff was also of great advantage to the economic intelligence work of the Department. Arrangements could be made for obtaining in Princeton statistical and other information from four of the five continents and in Geneva from Europe. The statistical archives were reproduced in Princeton by means of microfilms brought from Geneva and, between the two centres, these archives have been kept up to date. The members of the staff who remained in Geneva were able to concentrate on following developments within Europe and to co-operate usefully with their colleagues in America.

Before this division of the Department was effected and after the outbreak of war, a number of publications were issued many of which had been begun earlier in 1939. Amongst these may be mentioned : *Balances of Payments, 1938* ; *International Trade*

*Statistics, 1938 ; International Trade in Certain Raw Materials and Foodstuffs by Countries of Origin and Consumption, 1938 ; and the Statistical Year-Book of the League of Nations, 1939/40.*

The first of the publications issued after the reorganisation of the work in order to meet war-time requirements was a statistical handbook on raw materials entitled *Raw Materials and Foodstuffs : Production by Countries, 1935 and 1938*, which was issued early in 1940.

After the division of the Department was effected, Geneva tended to concentrate on the purely statistical volumes, and the Mission in Princeton, while collecting and transmitting to Geneva statistical information for the greater part of the world, devoted its attention to descriptive and analytical volumes and to the programme of post-war studies referred to above.

Thus the other three war-time editions of the *Statistical Year-Book* have been published in Geneva, and in Geneva also the *Monthly Bulletin of Statistics* has continued to be compiled and issued month by month without interruption. The usefulness of the *Monthly Bulletin of Statistics*, however, as a source of current information became increasingly impaired by difficulties in the transmission of the *Bulletin* from Geneva to oversea countries. When Switzerland became totally encircled by the Axis Powers in 1942, those difficulties were greatly increased and it was decided to issue a separate edition of the *Bulletin* from Princeton as from January 1943. Two editions accordingly appeared regularly from that date until the late autumn of 1945, when, owing to the improvement in communications, it became possible to terminate the Princeton edition. Postal difficulties also made it necessary to reproduce by the photo-offset process a *Statistical Year-Book* in the United States for distribution to extra-European countries. The 1941/42 edition reproduced by photo-offset process in Princeton contained an addendum prepared by the Mission comprising a number of supplementary series and bringing certain of the Geneva series up to date.

It is worth noting that, in spite of the "statistical black-out" prevailing throughout the greater part of the war, the information which it has been possible to give in the *Year-Book* and the *Bulletin* has been perhaps unexpectedly comprehensive. For example, the latest edition of the *Year-Book*, issued in Geneva in the summer of 1945, contains 108 tables, giving statistics regarding population, employment and unemployment, agricultural, mineral and industrial

production, international trade, currency and banking, interest rates, prices and cost of living, and public finance ; and all countries of the world are included.

But Governments which stopped the publication of many statistics for purposes of security have not been as prompt in resuming their publication as might be wished.

Attention is naturally devoted, in the *Year-Book*, to subjects of immediate interest, such as territorial changes which have occurred at various stages of the war, Government receipts, expenditures and indebtedness (including war expenditure in the principal belligerent countries), currency measures adopted and currency equivalents established—more particularly in the former occupied territories of Europe, Africa, and Asia.

Among the subjects for which relatively complete national statistics continued to be available during the war were currency and banking. A compendium of the world's central and commercial banking statistics entitled *Money and Banking* was accordingly issued from Princeton in 1943, and again in 1945, each issue embracing approximately fifty countries.

The work on the *World Economic Survey* was also undertaken in Princeton. Every effort was made to produce this publication at relatively frequent intervals in view of the importance, for the formulation of economic policy, of keeping in proper perspective the profound changes both in national and international economic structure and in economic trends which were being produced by the war. Three issues have been published since the outbreak of war, each containing not only a general review of the world economic developments in the period covered but also special chapters on raw materials, industrial and food production, on consumption and rationing, on finance and banking, on price movements and price control, on international trade, on the transport situation, etc. It is believed that the latest issue—to quote its preface—"may derive a special interest from the fact that it deals with the world economic situation on the eve of the United Nations' victory—a situation which will inevitably form the point of departure for much of the work of post-war reconstruction".

The most important of the special factual studies prepared by the Department have dealt with rationing, consumption and food supplies. *War-time Rationing and Consumption*, the first comprehensive work that had appeared on the subject, covering all types of

rationing and the experience of a very large number of countries, was published late in 1942. This study was brought up to date, and expanded by an analysis of the food supply situation, in *Food Rationing and Supply, 1943-1944*, published in 1944. As mentioned in Section 9 below, a further volume in this series, which will bear the title *Rationing and Relief, 1939-1945*, is now being prepared.

## 5. STUDIES RELATING TO POST-WAR PROBLEMS

The programme of work in connection with the post-war problems fell under four general headings :

- (1) Reconstruction and relief ;
- (2) Trade and trade policy ;
- (3) Economic security ;
- (4) Demographic questions.

The publications issued fall into two distinct classes—namely, those which were solely analytical or descriptive and those which were prepared with the express purpose of drawing conclusions from the experience of the past likely to be useful for the formulation of post-war policies. The demographic and one or two other volumes fall into the first class ; but the great majority of the economic studies were pragmatic in character.

The studies published, or in preparation, under each of these headings are set out below and the purposes and contents of the completed studies are briefly summarised :

### (1) *Reconstruction and Relief.*

Apart from the Report of the Delegation on Economic Depressions [Part I : *The Transition from War to Peace Economy* (1943) ; Part II : *Economic Stability in the Post-war World* (1945)], which is discussed in the next Section, the following five studies dealing with relief and reconstruction have been prepared and published by the Economic, Financial and Transit Department : *Relief Deliveries and Relief Loans, 1919-1923* (1943), *Europe's Overseas Needs, 1919-1920, and how They were met* (1943), *Agricultural Production in Continental Europe during the 1914-1918 War and the Reconstruction Period* (1943), *Inter-*

*national Currency Experience* (1944), and *The League of Nations Reconstruction Schemes in the Inter-war Period* (1945).

A study on the *Control of Inflation* after the 1914-1918 war is in preparation.

*Relief Deliveries and Relief Loans, 1919-1923* : This volume, after describing the great humanitarian effort that was undertaken after the 1918 Armistice, ends like most of the other volumes in this series with a chapter of conclusions based on this past experience. It was one of the earliest studies to be published, as it was felt that relief would inevitably arise as one of the first and most urgent problems to be dealt with after the war.

*Europe's Overseas Needs, 1919-1920, and how They were met* : The preface to this volume opens with the following observations, which adequately describe its nature :

“ After the last war a system was organised for the provision of relief to the impoverished regions of Europe which has been described in a companion study to this, entitled *Relief Deliveries and Relief Loans, 1919-1923*. No parallel system to restore economic activity in these regions was organised. Indeed, reconstruction was never seriously considered as an international issue requiring concerted action until almost two years after the armistice.

“ The purpose of this pamphlet is to consider what were the effects of this lack of policy and how and to what extent in the absence of concerted action Europe was able to provide itself with the raw materials and other essential goods that it needed.”

*The League of Nations Reconstruction Schemes in the Inter-war Period* : One result of the lack of any concerted international plan for reconstruction was the complete financial collapse of the weaker countries in Europe, a collapse which was accompanied by inflation and hyper-inflation. For a concerted and constructive plan, therefore, had to be substituted piecemeal action. A number of States appealed to the League of Nations for assistance ; the nature of the assistance afforded is described in this volume.

All the League reconstruction schemes aimed at re-establishing on sound bases the public finance and the currencies of the countries concerned : some, in addition to having that object, were devised to secure the orderly settlement in the countries of reception of large masses of refugees. Although conceived on common principles, these plans reflected the features peculiar to the special problems in each case.

The measures adopted and their consequences are set forth in detail, as are also the successive phases of the collaboration, which continued over a long term of years between the authorities of the countries in question and the competent organs of the League of Nations.

*Agricultural Production in Continental Europe during the 1914-1918 War and the Reconstruction Period:* After the last war, it was widely believed that European agriculture would recover rapidly and that relief on any considerable scale would be required only to bridge the gap between the Armistice, in November 1918, and the summer harvest of 1919. The first purpose of this volume was to ascertain how long it actually took to restore production to pre-war levels and it is shown that seven years elapsed before cereal production was effectively so restored. The factors which contributed to the slowness of this recovery and the probability of these or other factors having a similar effect after the 1939-1945 war are considered.

*International Currency Experience:* The purpose of this volume was to consider the lessons that might be learnt from the story of international monetary relations during the inter-war period. No other period of equal duration affords so great a variety of experience ; in no other period were so many experiments deliberately or fortuitously undertaken ; in no other period was the influence of extraneous events on monetary relations or of monetary policy on economic conditions greater.

This study examines, accordingly, the operation and breakdown of the gold and gold-exchange standard ; the use of gold reserves and foreign balances for international settlements ; devaluations and fluctuating exchanges ; the emergence of currency groups such as the sterling area, the gold *bloc*, etc. ; the trend of central banking practices and domestic credit policies generally ; the rise of exchange stabilisation funds ; exchange control and bilateral clearing arrangements, etc. Special attention is paid to the capital needs of the poorer countries ; the disturbances caused by “hot money” transfers ; the impact of booms and depressions on the balance of international payments. The conclusions of the survey point the way to a system in which exchange stability and increased trade are promoted through international co-ordination of domestic policies for the maintenance of economic activity.

(2) *Trade and Trade Policy.*

Five studies have been prepared and issued by the Department on the subject of trade and trade policy : *Europe's Trade* (1941), *The Network of World Trade* (1942), *Commercial Policy in the Inter-war Period* (1942), *Quantitative Trade Controls* (1943), and *Trade Relations between Free-market and Controlled Economies* (1943). A report on *Commercial Policy in the Post-war World* was issued by the Economic and Financial Committees in 1945. That report will be discussed in Section 7 below.

In addition to the above completed volumes, a study on *Industrialisation and Foreign Trade* is in the press, and studies on *Customs Unions*, on *Balances of Payments* and on *International Cartels* are in preparation (see Section 9).

*Europe's Trade* was an attempt to consider what was the part played by Europe in the trade of the world and in the international transfer of funds in the 'thirties, how far Europe was dependent on external markets, and how far one area in Europe was complementary to another.

Its sequel, *The Network of World Trade*, is primarily concerned with the essential unity of world trade and with the worldwide system by which payment transfers were effected. This system, as also the pattern which it formed, was determined largely by the distribution of natural resources and foreign capital investments throughout the world. Failure to understand the functioning of the system, and the indirect routes by which payments were effected, it is pointed out, was responsible in no small measure for the disruption of trade and the accentuation of the depression to which the commercial policies pursued in the 'thirties led.

The purpose of *Commercial Policy in the Inter-war Period* is to compare the commercial policies pursued in the inter-war period with the recommendations made or the action agreed upon by conferences and other international authorities, to consider the reasons for the frequent discrepancy between the policies proposed and those actually pursued and, in general, the reasons for the success or failure of the recommendations made, and to draw, from the experience of these twenty years, lessons which it is hoped may be of value for the future. In the final chapter, the conclusions reached both regarding policy and regarding procedure are summarised.

In *Quantitative Trade Controls*, which was prepared by Professor G. Haberler in collaboration with a member of the Economic, Financial and Transit Department, consideration is given to the questions : What were the forces that induced Governments to adopt quantitative trade controls (quotas, etc.) in the inter-war period ? What are the relative advantages and disadvantages of such measures compared with tariffs ? Were quantitative controls the most suitable instrument to meet the special circumstances that led to their imposition and, if so, why were they so generally condemned both by international conferences and by economists ? Why, if they were not the most suitable instrument, was resort to them so general ? Finally, if the circumstances which led to their adoption arise again, what policies should be pursued ?

*Trade Relations between Free-market and Controlled Economies*, by Professor Jacob Viner, deals with what may prove to be one of the major problems of commercial policy—namely, that of the trading relationships between countries if some subject their foreign trade to direct regulation and others desire to avoid such controls and to influence the free play of the price mechanism only or mainly by tariffs. In his last chapter, Professor Viner sketches the broad outline of what might constitute the agenda of a post-war conference on commercial policy.

### (3) *Economic Security.*

This subject is, of course, the central theme of the Report of the Delegation on Economic Depressions discussed below. The theoretical basis of much of this report was established in Professor G. Haberler's *Prosperity and Depression*, of which a revised and enlarged edition appeared in 1941. A background study to the problems of transition was provided in *Economic Fluctuations in the United States and the United Kingdom, 1918-1922*, published in 1942.

That study is concerned with the problem that arose immediately after the 1914-1918 war of assuring the re-employment of men demobilised from the armies or munitions factories. In fact, “the major problem of the transition from war to peace economy proved itself (in these two countries) to be not one of getting demobilised men and machines re-employed, but one of the cyclical effects of the perhaps unavoidably bumpy nature of post-war pent-up

demand". The work deals, consequently, rather with cyclical movements in economic activity than with the detailed proposals that were made to facilitate re-employment.

(4) *Demographic Problems.*

Arrangements were made by the Mission in Princeton under which the major part of the programme of demographic studies laid down by the Demographic Committee in 1939 was taken over by the Office of Population Research of Princeton University, under the general editorship of the Director of the Economic, Financial and Transit Department.

Four volumes have been published or are in an advanced stage of preparation :

- (i) *The Future Population of Europe and the Soviet Union: Population Projections. 1940-1970*, by Professor Frank W. Notestein and his collaborators (published in 1943).
- (ii) *Economic Demography of Eastern and Southern Europe*, by Professor W. E. Moore (in the press).
- (iii) *The Population of the Soviet Union*, by Dr. F. Lorimer (in the press).
- (iv) *Europe's Population in the Inter-war Period*, by Dr. Dudley Kirk, the manuscript of which is almost completed.

*The Future Population of Europe and the Soviet Union.* Prior to the publication of this volume, there had been little systematic international analysis of demographic phenomena similar to the analysis of economic phenomena that had been made by the League of Nations during the last twenty years. The authors were thus breaking new ground. This study is the most detailed analysis and interpretation yet attempted of the growth potential of European populations. It indicates that the balance of population in Europe will shift rapidly eastward in the coming decades, with all countries in North, Western and Central Europe passing the high-water mark by 1970. The population of Eastern Europe and the Soviet Union, on the other hand, will probably continue to grow rapidly despite the war losses these areas have suffered.

The causes and meaning of these changes are carefully analysed on the basis of factors implicit in the vital trends and age structures

of the inter-war population. The political, economic and social significance of probable efforts to forestall the projected developments is considered and the need for prompt action to relieve the growing pressures in Eastern Europe is emphasised.

## 6. THE WORK OF THE DELEGATION ON ECONOMIC DEPRESSIONS

I have mentioned above that, in formulating the Department's plan of studies, emphasis was laid on the central issue of economic security, and more especially the problem of controlling fluctuations in economic activity, and of preventing or mitigating economic depressions. Not only does this problem underlie and condition every national scheme of social security, but the whole course of future economic policy and the character of future economic relationships between States depend in large measure on its solution.

The task of recommending policies that might be employed "for preventing or mitigating economic depressions" was entrusted by the Council to a small Delegation under the chairmanship of Sir Frederick Phillips in 1938. This action was a natural development of the work of the Economic and Financial Organisation, which had, for a number of years, been carrying out a programme of research into the nature and causes of economic fluctuations.

The Delegation's work was interrupted by the outbreak of war and the problems with which it was required to deal were altered and rendered more difficult. The war caused upheavals, not only affecting the context in which the long-range problems concerning the control of economic fluctuations in peace-time had to be examined, but also greatly intensifying the forces leading to instability in the post-war world. It became clear that the first task of the Delegation was to consider the methods by which as smooth a transition as possible from war to peace economy might be effected.

A draft report on this subject was prepared by the Secretariat and approved by the Delegation in April 1943. The final text was published under the title *The Transition from War to Peace Economy*.

*The Transition from War to Peace Economy* is notable for two main reasons. In the first place, no other League document in recent years has met with such wide publicity or, it is safe to say, has so much influenced the thinking of statesmen and officials concerned with economic policies. In the second place, it represents

a very remarkable development in the economic and social doctrine associated with the League, the Delegation postulating that the objectives of economic policy should be to assure :

“ (1) That the fullest possible use is made of the resources of production, human and material, of the skill and enterprise of the individual, of available scientific discoveries and inventions so as to attain and maintain in all countries a stable economy and rising standards of living ;

“ (2) That, in so far as possible, no man or woman able and willing to work should be unable to obtain employment for periods of time longer than is needed to transfer from one occupation to another or, when necessary, to acquire a new skill ;

“ (3) That, in the use of these productive resources, the provision of goods and service to meet the essential physiological needs of all classes of the population in food, clothing, house-room and medical care is a prime consideration ;

“ (4) That society distribute, as far as possible, the risk to the individual resulting from interruption or reduction of earning-power ;

“ (5) That the liberty of each individual to choose his own occupation is respected and is promoted by equal educational opportunities ;

“ (6) That the liberty of each country to share in the markets of the world and thus to obtain access to the raw materials and manufactured goods bought and sold on those markets is promoted by the progressive removal of obstructions to trade ;

“ (7) That the benefits of modern methods of production are made available to all peoples both by the progressive removal of obstructions to trade and by courageous international measures of reconstruction and development.”

After the completion of this first report, the Department set to work to prepare the basis for a second report dealing with the longer-term problem of securing economic stability and the fullest possible use of productive resources after the period of transition. This was done by the autumn of 1944, and five sessions of the Delegation—the chairmanship of which, upon the death of Sir Frederick Phillips, was assumed by Mr. Winfield W. Riefler, Professor at the Institute for Advanced Study and former United States Minister in London—were held between October of that year and February 1945. The report, as finally approved—a document of some 340 pages—was published in April 1945, under the title *Economic Stability in the Post-war World*.

Unlike most other studies of this subject, this report emphasises the essentially international character of business cycles and the need, therefore, for collective action to prevent or mitigate economic depressions. As the Delegation observes :

“Depressions may have many causes: They vary in nature and may require the adoption of different policies on different occasions. There is no single simple remedy or specific. Moreover, they are international phenomena, or national phenomena spreading from one country to another, and we have had to consider the influence of policies adopted in one country upon economic activity in another. We should have failed wholly in our purpose had we put forward proposals which might reduce unemployment in one area only at the cost of increasing unemployment elsewhere.”

The Delegation emphasises also the crucial part played in depressions by fluctuations in investment and in the spread of depressions from country to country by fluctuations in foreign investment and by the exceptional sensitiveness of the prices of raw materials and other crude products.

“Depressions arise”, the Delegation points out, “in industrial countries mainly owing to the fact that changes in investment plans do not always synchronise with decisions to save. When savings outrun investment, they go to waste and unemployment is caused.

“If demand falls off in investment industries, unemployment will be caused and can be overcome only if that demand is made good or some other demand takes its place.

“Aggregate demand may conveniently be classified under :

- “(i) private consumption ;
- “(ii) private investment ;
- “(iii) public expenditure on current goods and services ;
- “(iv) public investment expenditure ; and
- “(v) net foreign investment.

“The object of anti-depression policy must be to maintain aggregate demand. Any one of these constituents of aggregate demand can theoretically make good a falling-off in any other.”

The report accordingly proceeds to consider the means by which demand may be kept stable or stimulated in any one of these different sectors of national economies.

But, it is emphasised, no country can hope to pursue its policies in isolation without seriously impairing its standard of living.

“ Unless national policies are carried out by common agreement and after joint and continuous consultation, there is a danger that they will run counter to each other, that one country will tend to spread depression abroad in order to avoid it at home, and that the world will be divided into a number of autarkic pugnacious national units.”

The international action recommended falls under five heads :

- (a) The adoption of more liberal and dynamic commercial and economic policies ;
- (b) The creation of an international monetary mechanism ;
- (c) The creation of an international institution which will stimulate and encourage the international movement of capital for productive purposes and will, so far as possible, impart a contra-cyclical character to this movement ;
- (d) The creation of a buffer-stock agency ;
- (e) The international co-ordination of national policies for the maintenance of a high and stable level of employment.

The co-ordination of national policies should, it is recommended, be achieved by “ the appointment of a central advisory body of recognised competence as a part of the general international organisation ; this body should meet at frequent intervals and be charged with the tasks of :

- (i) studying the policies pursued by different Governments affecting economic activity ;
- (ii) studying the fluctuations which take place in economic activity locally or universally and analysing their causes ;
- (iii) keeping Governments and the general public informed concerning its findings and making available to Governments its views about policies which might be pursued in order to revive or maintain economic activity ;
- (iv) arranging, when necessary, for joint discussions between itself and representatives of Governments and of international bodies concerned with economic policy ;
- (v) recommending to the appropriate organ of the United Nations joint discussions among Governments, when such a course proves advisable, with a view to formulating common policies against the common enemy which depressions constitute.”

## 7. THE WORK OF THE STANDING COMMITTEES

1. The *Economic* and *Financial Committees* were convened in joint session in London under the chairmanship of Sir Frederick Leith-Ross during the months of April and May 1942, on the occasion of a visit to England by the Director of the Department. This was followed by a meeting at Princeton in August, under the chairmanship of Mr. Henry F. Grady, attended mainly by members from the Western Hemisphere. To both meetings, high officials were invited in a consultative capacity from countries not represented in the membership of the Committees themselves.

This first war-time session of the two Committees was concerned not only with the Department's programme of studies but also with the general approach to the problem of post-war relief and reconstruction.<sup>1</sup> At a second joint session held at Princeton in December 1943, other aspects of post-war policy were considered, in particular monetary policy, including the problems of exchange stabilisation and capital movements, foreign investment and international trade policy.<sup>2</sup>

On the last of these questions, it was decided that the Committees should issue a comprehensive report which should make available to Governments the conclusions from the Committees' unique experience of intergovernmental efforts towards freer and more equal trade in the interim period.

A draft report prepared by the Secretariat was submitted to a joint session of the Committees held at Princeton in April 1945, just after the announcement of the United States' proposal for the calling of a conference of the world's principal trading nations. The report, as finally approved by the Committees, was published in July under the title *Commercial Policy in the Post-war World*.

Detailed recommendations are made in the report covering not only specific problems such as State trading monopolies, exchange control and quota restrictions, most-favoured-nation and preferential arrangements, commodity regulation schemes, international cartels, Customs unions and regional Customs agreements, but also

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<sup>1</sup> *Report to the Council on the Work of the Joint Session*, London-Princeton, 1942 (document C.52.M.52.1942.II.A).

<sup>2</sup> *Report to the Council on the Work of the 1943 Joint Session*, Princeton, 1943 (document C.1.M.1.1944.II.A).

the general problem of how to make the best use of the opportunity existing at the end of the war for securing a general movement in the direction of freer and more equal trade. No summary of these recommendations can be attempted here. But one point must be mentioned. The analysis of the disappointments of the inter-war years brings out the fundamental dependence of national import policies upon the state of domestic economic activity, and particularly of employment. No stable and liberal system of trade relationships can be created under conditions of economic insecurity and no such system is likely to survive a major economic depression. The Committees therefore urge that the proposed international trade conference should deal jointly with trade policy and the international aspects of employment policy—a subject upon which the Delegation on Economic Depressions had already reported.

The 1945 session of the Committees also made arrangements for setting on foot a special enquiry into problems of post-war private foreign investment.<sup>1</sup> This subject had arisen for consideration in the course of the 1943 session, when the Committees were reviewing the work of the Mexico Tax Conference.<sup>2</sup> That Conference had been concerned with the problem of creating conditions more favourable to private foreign investment by removing, on the one hand, certain legal and institutional obstacles to investment in borrowing countries and, on the other, the fears often entertained by those countries of uneconomic exploitation and excessive foreign control over their economic life. In the course of 1944, the Department made preliminary studies of the question and held two consultative meetings of an international group of experts with a view to laying down the scope and aims of the enquiry and the lines on which it should be conducted, while the secretary of the Fiscal Committee carried out investigations in certain Latin-American countries.

At their latest meeting, the Economic and Financial Committees decided to set up a special committee consisting of certain of their members, certain members of the Fiscal Committee and certain independent experts. To this body a general draft report, which is now in preparation by the Secretariat, will be submitted, probably in the autumn.

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<sup>1</sup> *Report to the Council on the Work of the 1945 Joint Session* (document C.30.M.30. 1945.II.A).

<sup>2</sup> See p. 38 below.

2. *Fiscal Committee*: The Mexico Tax Conference of 1943, as well as a similar conference which was held in Mexico in 1940, was organised in accordance with a programme undertaken by the Fiscal Committee before the war as a result of a proposal made by the Mexican Government at the 1938 Assembly. By these Conferences, an opportunity was afforded to the national tax authorities of the Americas for establishing direct contacts and discussing together their common problems.

The main object of these meetings has been to facilitate the removal of tax barriers to international trade and investment and to assist Latin-American countries in modernising their tax systems. The principles of income taxation which were formulated in Mexico have had a marked influence on the fiscal legislation and practice of several countries. The model conventions for the prevention of double taxation and fiscal evasion which resulted from the two Conferences now afford a common basis on which bilateral tax treaties may be negotiated between American countries, and their provisions can already be found in tax treaties that have been concluded or are pending.

The discussions of the 1943 Conference were centred on the relations between capital-exporting and capital-importing countries and the confrontation of views which took place resulted in three co-ordinated model conventions covering the main aspects of international tax relations. These model conventions, which have since been published, with a Commentary by the Secretariat, under the title *Model Bilateral Conventions for the Prevention of International Double Taxation and Fiscal Evasion*, represent a synthesis of the results of various studies that have been carried out by the Fiscal Committee since the General Meeting of Government Experts on Double Taxation and Fiscal Evasion was held in 1928. One of their objectives is to provide practical formulas assuring reciprocity in the sacrifice of revenue implied for each contracting country by the suppression of double taxation. Consequently, the solutions proposed tend to strike a balance between, on the one hand, the taxing right of the country of domicile or residence of the owner of property situated abroad or of the recipient of income from abroad and, on the other hand, the rights of the country where the property or source of income is situated.

The Conference also made recommendations concerning mutual assistance between tax administrations for the suppression of fiscal

evasion. These recommendations aim at making more acceptable to national treasuries the sacrifices involved in the elimination of double taxation and at discouraging certain capital movements and irregular business practices.

The Fiscal Committee has now on its agenda the study of post-war problems. It is also proposed, in addition to the work on the removal of tax obstacles to international intercourse, to examine the means of improving internal taxation in undeveloped countries. The main object of such investigations would be to establish technical principles and to afford means which would facilitate a shift from indirect to direct taxation.

3. *Committee of Statistical Experts*: The work of the fourth of the standing committees of the Organisation, which had been interrupted by the war, was resumed in the summer of 1945. Two meetings of sub-committees were held in June 1945, the one dealing with banking statistics, the other with the statistics of international balances of payments. In both cases, the general lines of a draft report were approved and the Secretariat was empowered by the sub-committees to put these drafts into final form and to circulate them to Governments for comments, in the course of the autumn.

In addition, a draft report is being prepared on the statistics of national income, and it is hoped that it may prove possible to arrange for a sub-committee to consider this draft report towards the end of the year. The statistics of international balances of payments are likely to be of particular importance in connection with the work of the proposed International Monetary Fund. At the same time, there is an urgent need for co-ordinating the methods adopted in the formulation of estimates of national income, in connection both with the application of policies for maintaining a high and stable level of employment and with the assessment of the contributions of Governments to international intergovernmental organisations.

## 8. RELATIONS WITH GOVERNMENTS AND INTERGOVERNMENTAL AGENCIES

Throughout the war, the Department has remained in regular correspondence with numerous national reconstruction committees and Government departments concerned with post-war economic and financial problems, and it has endeavoured to comply with

official requests made to it to undertake the study of particular problems. Recent studies on the economic aspects of the problem of Customs Unions,<sup>1</sup> for example, were the outcome of a request made in January 1944 by the French authorities.

Close working relations between the Department and the United Nations Interim Commission on Food and Agriculture have been established. In the late summer of 1943, the Director and another member of the Department were invited to serve on a panel of economic experts to advise the Commission on the scope, functions and methods of operation of the permanent Food and Agriculture Organisation of the United Nations. Subsequently, the Director was requested to take part in the deliberations of the Interim Commission and to nominate experts to assist in preparing a programme of preliminary statistical investigation and research into the problems with which the permanent organisation will deal.

At its first session in Atlantic City, the Council of U.N.R.R.A. adopted the following resolution :

“ Resolved :

“ 1. That the Council reaffirms the principle of co-operation between the Administration and other intergovernmental agencies.

“ 2. That the Council invite representatives of the League of Nations technical organisations, the International Labour Organisation, the Inter-Governmental Committee on Refugees, and the United Nations Interim Commission on Food and Agriculture ... to attend as observers and to participate in the meetings of the Council, its committees, and sub-committees, and in the meetings of regional committees and technical standing committees, in accordance with appropriate provisions in the Permanent Rules of Procedure.

“ 3. That the Director-General avail himself of the organisations mentioned in paragraph 2 above as the nature of the work and other circumstances make appropriate.

“ 4. That the Director-General, in pursuance of the principle set forth in paragraph 1 above, co-operate to such a degree and to such extent as he may deem desirable in the interests of the Administration with all other intergovernmental agencies whose operations and specialised services may be of value to the

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<sup>1</sup> See page 36 above.

Administration, including the sending of his representatives as observers to the meetings of other intergovernmental agencies as well as those mentioned in paragraph 2 above."

The Department has, in accordance with this resolution, been represented by observers at all sessions of the U.N.R.R.A. Council.

At the United Nations Monetary and Financial Conference at Bretton Woods in July 1944, the Department was represented by the Director and the official mainly responsible for the study on *International Currency Experience*, which was distributed to all delegations at the Conference.

Relations were established with various important inter-American organisations, including the Inter-American Development Commission and the Inter-American Statistical Institute.

In May 1944, the Department was invited by the Inter-American Development Commission to be represented by an observer at the first Conference of National Commissions of Inter-American Development. Later, a member of the Central Commission helped to prepare the ground for the League enquiry into foreign private-investment problems.

Close co-operation has indeed been maintained with the Inter-American Statistical Institute almost since its creation in 1940. The Institute has sought the advice of the Department on a number of matters, and from the beginning of 1943 a member of the staff represented the Department on certain of its technical committees.

In response to an invitation by the Mexican Government to the League of Nations, an official of the Department attended the Inter-American Conference on Problems of War and Peace (Mexico City, February-March 1945) as an observer on behalf of the League. The Director was a member of the League of Nations delegation of "unofficial representatives" at the San Francisco Conference (April-June 1945) and attended the session of the Conference Committees concerned with the Economic and Social Council.

Other international conferences in recent years at which the Department was represented include the Inter-American Demographic Congress (Mexico City, October 1943), the Middle East Statistical Conference (Cairo, November 1943), the Middle East Financial Conference (Cairo, April 1944), the International Labour Conference (Philadelphia, April 1944), and the Conference of the Institute of Pacific Relations, in 1943 and 1945.

## 9. WORK IN HAND OR CONTEMPLATED

It may be useful, in conclusion, to set out in summary form the work in hand, or contemplated in the near future by the Economic, Financial and Transit Department and the Committees of the Economic and Financial Organisation.

- (1) Enquiry into post-war foreign investment problems : a draft report by the Secretariat is in preparation and a special mixed committee is being set up.
- (2) It is hoped to arrange for a meeting of the Fiscal Committee in Europe early in 1946 to review the work which has been done on the question of double taxation by the two Conferences which took place in Mexico City during the course of the war.
- (3) The Secretariat is engaged on putting into final form the draft reports approved by the Sub-Committees of the Committee of Statistical Experts on banking statistics and on statistics of international balances of payments.
- (4) A draft report has been prepared on statistics of national income and it is hoped that it may prove possible to arrange for a sub-committee of the Committee of Statistical Experts to consider this draft towards the end of the year.
- (5) The following publications are in the press :

*Industrialisation and Foreign Trade* : This volume is an enquiry into the effects on the trade of the more-advanced industrial countries of the industrialisation of less-advanced areas.

*Economic Demography of Eastern and Southern Europe* : This is a study of demographic pressure based on the conditions existing before the present war in Eastern and Southern Europe. It has been prepared for the League by the Office of Population Research.

*The Population of the Soviet Union* : This is an exhaustive study of demographic conditions in Soviet Russia. It also has been prepared for the League by the Office of Population Research.

- (6) In addition to the above-mentioned publications, the following studies are in hand :

*Customs Unions* : A number of studies have been made on this question and distributed to Governments in mimeographed form. As a result of discussions at their last session, the Economic and

Financial Committees proposed that these studies should be published. Before this can be done, however, two additional chapters require to be written and are, in fact, being prepared at the moment.

*Control of Inflation* : The purpose of this study is to consider the means by which Governments brought inflation under control after the last war. Special emphasis will be laid on those cases in which this control was effected without external financial assistance. A very considerable amount of work has already been done on this enquiry and it is hoped that the volume may be completed before the end of the year.

*Rationing and Relief, 1939-1945* : This volume will constitute the last of the series on rationing that the League has brought out since the outbreak of the war. It will deal with the evolution of rationing policies, the food supply from 1939 to 1945, and the rationing situation in 1945, and with relief.

*Cartels* : A document dealing with the economic effects of cartels already exists and has been circulated in mimeographed form. It remains to be decided whether this document should be published. Were this to be done, a certain amount of revision, in the light of observations which have been solicited on the mimeographed draft, would be required.

*National Debt* : Tables are being prepared on the growth of national debt from 1913 to date, thus covering the 1914-1918 war period, the inter-war period, and the 1939-1945 war period. These tables, together with an Introduction giving a comparative analysis of the situation in different countries, should be completed some time in 1946.

*Balances of Payments* : Up to 1939 it was the practice of the League to publish a volume each year containing summaries of national balances of payments. Owing to the fact that, during the early war years, these estimates either were no longer made or were made but not published, work on this series ceased in 1939. In recent years, however, a number of countries have resumed the publication of their estimates, and there now seems to be ample material for a new volume on this subject. The work is now in hand, but will not be completed before the end of this year.

*Europe's Population in the Inter-war Period*: This volume, which is being prepared by the Office of Population Research, is a complement to *The Future Population of Europe and the Soviet Union*. It deals with the actual demographic situation in Europe during the inter-war period, and not with projections. The greater part of this volume has now been written and is ready to be sent to the press.

*Raw Material*: The first part of this study, which is descriptive, has been written, but requires some remoulding. On the second part, which is analytical, a considerable amount of work still remains to be done. It is doubtful whether this work can be undertaken before the end of the year.

(7) The day-to-day work of the Department in preparing material for the *Statistical Year-Book* and for the edition of the *Monthly Bulletin of Statistics* continues.

## 10. COMMUNICATIONS AND TRANSIT

### (a) Position as regards the Organisation's Work at the Beginning of the War.

Before the war, the normal activities of the Communications and Transit Organisation were carried on, in accordance with the provisions of its Statute,<sup>1</sup> by the Committee for Communications and Transit, its various permanent committees, temporary committees of experts appointed *ad hoc* for the study of special questions, and by general or limited conferences convened for the framing of international conventions on subjects within the Organisation's province, a series of some twenty such instruments having been concluded under the Organisation's auspices. The Organisation had a permanent secretariat provided by the Communications and Transit Section of the Secretariat of the League of Nations. Since the middle of 1939, this Section has formed part of the Secretariat's Economic, Financial and Transit Department.

The Committee for Communications and Transit met for the last time in June 1939 (twenty-second session). Since then, the work

<sup>1</sup> The Organisation's Statute was originally drawn up by the First General Conference on Communications and Transit held in Barcelona in 1921. The revised text, at present in force, was approved on January 29th, 1938, by the Council, which had been empowered to do so by the Assembly Resolution of October 10th, 1936 (see document C.95.M.48.1938.VIII).

has been carried on as far as possible by the Secretariat. In June 1939, the Committee had adopted resolutions some of which concluded the Organisation's work on certain subjects so that nothing further was required but administrative action on the part of the Secretariat, or some consequent action on the part of other organs of the League. The Secretariat took steps to provide for the carrying out of these resolutions. It had also to follow the development of the other problems which the Organisation still had under consideration. Contact between the Secretariat and the national authorities in most countries was maintained until the summer of 1940, so that, during the first part of the war, it was possible to carry out these two tasks in a more or less satisfactory manner. Subsequently, the situation underwent a profound change.

#### *The Co-ordination of Transport.*

The important problem of the co-ordination of transport was referred to the Committee for Communications and Transit under the resolution of the Assembly adopted on September 24th, 1935. This problem involved the regulation of the relations between the various means of transport—a matter of concern to all Governments. The Secretariat was instructed by the Committee to assemble information on the different aspects of the systems in operation in the different countries in regard to the three means of transport—railways, roads and inland waterways—and on the various measures for their co-ordination. The information thus collected was subsequently to be examined by a committee of experts who were to draw up a report setting out the facts ascertained together with such conclusions as might be suggested to them by the results of the enquiry.

As a result of the enquiries addressed by the Secretariat to Governments with a view to eliciting the relevant facts, it was possible, at the end of 1938, to publish a first and substantial collection of information based on the replies received up to that time.<sup>1</sup> The Committee then requested Governments, if need be, to supplement the particulars concerning their countries, or—in the event of their not having yet replied—to supply the information for which they had been asked. When hostilities broke out in Europe, this second phase

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<sup>1</sup> Document C.347.M.208.1938.VIII.

of the enquiry was approaching conclusion, and the results were embodied in a second volume published in 1939.<sup>1</sup> Together, the two volumes provide complete data concerning the situation in regard to this vast problem at the beginning of the war. These data relate to some forty countries in all parts of the world.

This problem—one of the most important in the field of transport organisation—has lost none of its interest, though its character has now changed. Before the war, the main objective was to enable the various means of transport to work harmoniously side by side. Since then, however, efforts have been directed towards their general rationalisation, so that each might be employed for the purposes best suited to its special possibilities and, in consequence, their combined performance might be raised to the maximum obtainable. These new aspects of the problem must therefore not be lost sight of when it becomes possible to resume its study on an international scale.

*Transport Improvements and Reduction  
of Transport Charges with a view to  
raising the Standard of Living.*

By a decision of the Assembly adopted on September 29th, 1938 (nineteenth session), the Committee for Communications and Transit was instructed to investigate this question in co-operation with other organs of the League, within the general framework of the study of the problem of the standard of living.

The Secretariat having first made a preliminary study of the question, the Committee took it up at its twenty-second session (June 1939). In order to supplement the information available, the Committee decided to consult Governments, and a questionnaire was accordingly sent to them by the Secretary-General just before the outbreak of hostilities. A considerable number of replies continued to reach the Secretariat until about the middle of 1940. Most of them contain valuable and very detailed information.

The Secretariat felt that the right course was to continue to study the question and keep the documentary material up to date in view of the possibility that some further action might be undertaken in this domain. The conditions of life of the various peoples—

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<sup>1</sup> Document C.347.M.208.1938.VIII.Addendum.

the general improvement of which is one of the chief aims of post-war reconstruction—are very appreciably affected by the means of transport available. At the present day, no comprehensive action with a view to effecting a systematic improvement is possible in the absence of measures designed to ensure the appropriate use of different means of transport.

*Maritime Tonnage Measurement.*

As the outcome of investigations carried on over a period of several years, the competent technical committee (composed, for the most part, of directors of the maritime tonnage measurement services of the chief countries concerned) submitted to the Committee for Communications and Transit, at its twenty-second session (June 1939), the final text of a set of international regulations for the tonnage measurement of ships, accompanied by an explanatory report.<sup>1</sup> The Committee decided to submit these texts to the Council, with a request that it should recommend to Governments the application of the proposed measures. The Council, however, had no opportunity to consider this request. It is superfluous to dwell on the great practical value of international regulations. Certain Governments, particularly those of countries in Western and Northern Europe, including the United Kingdom and France, have actively pressed for their adoption. The importance of the question was still further increased as a result of the war and the great expansion of naval construction to which it gave rise. Even after the outbreak of hostilities, some Governments asked for the publication of the regulations. Accordingly, the Secretary-General communicated them to Governments "for such purposes as may be desirable",<sup>2</sup> and States were thus in a position to apply the regulations if they so wished.

In the absence of the Council resolution for which the Committee for Communications and Transit asked, the question remains whether some appropriate method should not be found for expressly recommending Governments to put into force these international regulations, which represent the result of years of work carried out by the competent authorities of the majority of the countries most keenly interested in the matter.

<sup>1</sup> Documents C.108.M.63.1939.VIII, C.108(a).M.63(a).1939.VIII, C.219.M.147.1939.VIII.

<sup>2</sup> Circular Letter 170.1939.VIII.

*Signals at Level-crossings.*

The text of regulations on this subject, drawn up by a technical committee, was approved by the Committee for Communications and Transit, which adopted a resolution at its twenty-second session (June 1939) with the object of laying before the Council the following alternative proposals: either that an agreement on the subject should be submitted to the countries concerned for signature, or that a recommendation should be addressed to Governments urging the adoption of the technical arrangements contemplated. Here again, however, circumstances prevented the Council from taking a decision and the same procedure was followed as has been described above in the case of the regulations for maritime tonnage measurement—i.e., the Secretary-General communicated the text of the recommendation to Governments “for such purposes as may be desirable”,<sup>1</sup> in order to enable them to apply the proposed regulations if they so wished.

To-day this question once more assumes great importance, in view of the fact that the means of communication must be reconstructed in many countries, and particularly in most European countries. All countries will have to devote attention to the intensification of road traffic and the ensuing dangers at level-crossings. The existence of the proposals put forward by the Committee is likely to help Governments in devising a satisfactory settlement of this problem.

Here, again, it might be possible to find some appropriate procedure for the purpose of expressly recommending Governments to apply the regulations approved by the Committee for Communications and Transit.

*Facilities to be granted to Broadcasting Reporters.*

On September 29th, 1938, by a resolution of the Assembly (nineteenth session), the Committee for Communications and Transit was instructed to undertake an enquiry respecting facilities that might be granted to broadcasting reporters in the exercise of their profession abroad, with reference both to personal travelling facilities and to facilities for the transport of their professional equipment.

The Committee examined the question at its twenty-second session (June 1939) and recommended, first, in the matter of identity

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<sup>1</sup> Circular Letter 14.1940.VIII.

papers and visas, the most liberal treatment possible and, in any case, treatment not less favourable than that accorded to journalists in the various countries and, secondly, the granting of temporary exemption from Customs duties in respect of lorries loaded with reporter's professional equipment crossing a frontier.

As in the case of the two preceding problems, the Council was unable to deal with the question. Accordingly, the *vœux* adopted by the Committee were communicated to Governments by the Secretary-General "for such purposes as may be desirable".<sup>1</sup>

#### *The Codification of Road Law.*

The question of the revision of the existing international conventions relating to road traffic and road signals, and the rearrangement of their provisions, was referred to the Committee for Communications and Transit by a decision of the Assembly taken on October 10th, 1936 (seventeenth session). The international conventions concerned, all three of which are very generally applied, are :

The Convention of April 24th, 1926, relating to Motor Traffic;

The Convention of April 24th, 1926, relating to Road Traffic ;

The Convention of March 30th, 1931, concerning the Unification of Road Signals.

A special committee, in collaboration with the representatives of the international bodies directly concerned (the International Association of Recognised Automobile Clubs and the International Touring Association), had already completed a considerable part of this task when war broke out in Europe, but much still remained to be done.

The problem of the revision of these international Conventions has now assumed an entirely different aspect, in consequence of the constitution of the United Nations. The preparatory work of the special committee might, however, be utilised with advantage, should occasion arise.

#### *The Civil Liability of Motorists and Compulsory Insurance.*

In 1938, the Rome International Institute for the Unification of Private Law transmitted to the Committee for Communications

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<sup>1</sup> Circular Letter 12.1940.VIII.

and Transit two preliminary drafts of uniform laws on the civil liability of motorists for damage caused to third parties and on the compulsory insurance of motorists. The Committee had contemplated examining these drafts. Certain competent international organisations having, however, in the meantime expressed views on the two drafts whence it appeared that the subjects dealt with were not yet ripe for international unification, the Committee came to the conclusion that it was desirable that model laws on these subjects, framed by the competent international institutions, should be available for the guidance of Governments when revising their own domestic legislation.

The Committee accordingly decided at its twenty-second session (June 1939) to suggest to the Rome International Institute that it should utilise the preparatory work already done by it in order to provide States with model clauses on this subject. The Institute welcomed this suggestion, but it would seem, from the information at the disposal of the Secretariat, that since then there has been no fresh development in this matter.

*The Unification of Statistics relating  
to Road Traffic Accidents.*

At its twentieth session (September 1937), the Committee for Communications and Transit adopted the recommendations framed by a special committee which it had set up for the study of this question. At the same time, it transmitted them to the Council with a request for their communication to Governments, in order that the latter might draw up their statistics for road traffic accidents as far as possible in accordance with their terms. It was suggested also that Governments should inform the Secretary-General of the League of Nations, by the end of 1940, of their experiences and present any observations which they might wish to make. The Council complied with this request and the texts in question were communicated to Governments in December 1937.<sup>1</sup>

In the course of the years 1938 and 1939, the Secretariat received several replies on the subject of the adoption of the recommendations made by the Committee. As a result of subsequent events, no

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<sup>1</sup> Circular Letter 213.1937.VIII.

information has since been received with regard to any experience gained by Governments. It would seem that this is a question which might be considered afresh by the new International Organisation.

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Apart from the questions referred to above, the study of which was in progress in 1939,<sup>1</sup> there are a number of other questions the examination of which had already, for a variety of reasons, been suspended before the war, although, in some cases, progress towards their solution had reached a very advanced stage. The most important of these questions, which, in principle, still fall to be dealt with by the Communications and Transit Organisation, are deserving of mention.

#### *Commercial Motor Transport.*

This question was examined by the European Conference on Road Traffic (Geneva, 1931) and a draft convention had been prepared for its consideration. In the course of the discussions, however, it appeared that the matter was not yet ripe for regulation by a multilateral convention, having regard, first, to certain legal and Customs difficulties inherent in the special characteristics of such transport and, secondly, to the question of competition with other means of transport, particularly railways.

The competent committees of the Communications and Transit Organisation continued to follow the question after the 1931 Conference and certain international bodies (in particular, the International Chamber of Commerce) displayed an interest in it. The question is, to some extent, comprised in the more general problem of the co-ordination of transport the study of which, as has already been stated, was subsequently undertaken.

#### *Unification of Transport Statistics.*

Pursuant to a decision of the Third General Conference on Communications and Transit (Geneva, 1927), a committee of experts

<sup>1</sup> The results achieved by the International Conference on Civil Aviation, held in Chicago at the end of 1944, render it unnecessary to refer to two questions which were dealt with by the Communications and Transit Organisation—namely, the question of identity papers for the flying staff of air transport undertakings and that of new facilities to be accorded for air navigation.

prepared a draft convention for the unification of transport statistics. This draft, accompanied by technical rules for its application, was submitted to Governments in 1932. The majority of them, whilst approving the proposals in principle, felt that they were not in a position to carry them out on account of the administrative difficulties and, particularly, the expense which their application would involve. Since then the matter has remained in abeyance.

*Pollution of the Sea by Oil.*

The Communications and Transit Organisation was instructed by the Council to prepare a draft convention on this subject pursuant to a decision taken by the Assembly on September 24th, 1935 (fifteenth session), on the proposal of the British Delegation. A draft was framed by a committee of experts and the Council decided, in October 1936, to call a conference. No date, however, was fixed because it appeared essential in the first place to make sure that all countries possessing large merchant fleets would participate. The Governments principally concerned gave it to be understood that, in their view, if this could not be arranged, the conference had better be postponed. Since that time the question has remained in abeyance.

*Transmission in transit of Electric Power and  
the Regime of the International Exchange of  
Electric Power in Europe.*

This question was referred to the Committee for Communications and Transit in accordance with a resolution of the Commission of Enquiry for European Union, approved by the Council at its sixty-third session, on May 22nd, 1931. Enquiries on the subject addressed by the Committee to Governments enabled the Secretariat to assemble a considerable amount of information. It became apparent, however, from the general economic situation that, owing more particularly to difficulties in connection with foreign trade and to the development of autarkic tendencies, no solution of the problem could be expected in the near future. Subsequently, the political events of 1938 and early 1939 profoundly modified the conditions of the problem. Such being the case, the Committee for Communications and Transit refrained from taking any action, leaving the Secretariat to follow developments in regard to the question.

The problem has retained all its importance, and this may even increase in connection with post-war reconstruction. Should it be again taken up, however, the assemblage of preliminary information would probably have to be undertaken on appreciably different lines.

(b) Re-orientation of Work since 1940.

The activities of the Communications and Transit Organisation are essentially peace-time activities. In time of war, information becomes scarce, and belligerent countries, in particular, make every effort to keep secret all matters affecting the conduct of the war. It became apparent in the spring of 1940 that the Communications and Transit Committee would not be able to hold its session at the usual period—that is to say, in the early summer. Subsequently, the Secretariat found it increasingly difficult to maintain contact with most of the members of the Committee and also with national authorities. It found itself obliged progressively to cut down its normal activities, particularly in so far as concerned preparatory work connected with subjects on the Organisation's agenda. This, however, seemed less serious than might otherwise have been the case because, in regard to the majority of them, such profound changes had occurred as a result of the war that the longer hostilities continued the more probable it seemed that, if these questions were to be taken up again, it would have to be on new lines.

In these circumstances, the Secretariat, while continuing to maintain such contacts as were possible, confined itself to collecting information of a general character as to developments concerning the various problems and to keeping up to date the material already assembled in regard to them. In this way, it remained ready—if and when called upon—to prepare detailed statements as to the stage reached in the examination of the various problems, either for the use of the Committee for Communications and Transit, in the event of its being able to meet, or in order to place them at the disposal of any other international organs that might be called upon to study the same questions.

The Secretariat also considered that it had another task to fulfil : it should, as far as possible, follow all developments in regard to communications and study changes brought about by the war in the structure and organisation of the various means of transport together with the effects of such changes upon systems of operation.

This was not, in reality, an entirely new task, since, following on a decision of the third General Conference on Communications and Transit (Geneva, 1927), an information centre had been created within the Communications and Transit Section of the Secretariat. Its duty was to assemble information concerning communications and transit in general and especially to collect data and a variety of information relating to the problems under examination by the Organisation.

In view, however, of the rapid and far-reaching developments taking place in the sphere of transport during the war, it became necessary henceforward to collect much more detailed information in regard to changes which, one may say, were occurring almost daily and which could be discerned only by the analysis of very detailed information derived from many different sources. Every month a *Monthly Summary of Important Events in the Field of Transport* was prepared, in which information was classified under the following heads : communications in general and transport in transit, maritime shipping, inland water transport, railways, road traffic, air traffic. Under each head were given new developments together with legal, administrative, or technical measures, information concerning organisation and operation, tariffs, insurance, new construction, etc.—the whole being accompanied by a variety of statistical data relating to traffic, in so far as these were obtainable.

These *Summaries*, which are still prepared every month, have been particularly useful in keeping the Secretariat's documentary material up to date.

In addition, the Secretariat, at the beginning of 1940, drew up a programme of work providing for the preparation of studies on the problems which would probably arise after the war in the field of communications. This programme included in the first place studies of an historical character relating to the situation which arose after the war of 1914-1918 and to the action taken at that time in regard both to the actual means of transport—particularly their restoration and reconstruction—and to the constitutional problem of the organisation of international co-operation. The conclusions pointed to by these studies of a situation to which that presenting itself on the morrow of the second world war would be to some extent analogous in so far as concerns communications, were to be supplemented by the conclusions suggested by analysis of transport developments during the war. Together, these

conclusions would provide a starting-point for an examination of the problems which would arise after the war and the solution of which would entail, *inter alia*, some adaptation of the lessons of 1919 and the ensuing years.

Below follows a brief account of the successive stages of the work done by the Secretariat in connection with these post-war problems.

**(c) Preparatory Work undertaken with a view to facilitating  
the Study of Post-war Problems.**

With regard to studies of an historical character devoted to the years following the first world war, mention should first be made of a *Memorandum on the Situation with regard to Maritime Shipping after the Armistice of 1918*, which was prepared in 1941 and comprises two studies.

The first of these, after briefly surveying developments during the war of 1914-1918, presents a general picture of the period 1919-1923, which was marked by a return to more normal conditions as regards sea transport. Particulars are given concerning the freight market, the resumption of traffic, the policy of State intervention, etc., and, finally, the first symptoms of the grave crisis that was soon to overtake the merchant fleets.

The second study— appended to the first—provides more detailed information regarding the period of transition proper from the end of hostilities to 1920, during which some particularly delicate problems arose. It describes, in particular, the immediate effects on the maritime shipping situation of the cessation of hostilities, the gradual relaxation of the controls and restrictions imposed during the war and, lastly, their final abolition in 1920 and 1921.

This memorandum was not published, but some of the information contained therein has been included in various League publications.

Another retrospective study of a general nature was prepared in 1944 and published in the document entitled *Transport Problems which arose from the War of 1914-1918 and the Work of Restoration undertaken in this Field by the League of Nations*.<sup>1</sup>

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<sup>1</sup> Document C.29.M.29.1944.VIII, roneographed. A new printed edition was published in July 1945 (document C.29(1).M.29(1).1944.VIII); in this edition are embodied references to earlier League of Nations documents where more detailed information is to be found.

This study brings out the part played by the League of Nations after the first world war in the reconstruction and reorganisation of communications, particularly in Europe. It shows what can be achieved in this field by international action. The experience thus gained will no doubt prove of value as regards both the methods employed and the results achieved, notwithstanding the fact that the problems now requiring solution are on a much greater scale.

The first part of the study briefly outlines the general position as regards transport at the end of the first world war and indicates the chief problems which arose. The second part describes the actual work of restoration, including both general arrangements designed to facilitate communications and the technical aspects of reconstruction proper. The period covered is the decade 1918-1928, by the end of which the chief transport difficulties arising directly out of the war had been overcome. The special technical assistance afforded by the League of Nations in the case of certain countries is also described.

This document was communicated to Governments, as its contents might prove useful to authorities responsible for communications and for the reconstitution of transport systems.

Among studies dealing with conditions during the second world war, the *Monthly Summaries of Important Events in the Field of Transport* have already been mentioned.

A special study was prepared in 1942 concerning the *Development of the Transport Situation in Continental Europe*.<sup>1</sup> This study begins with a brief survey of the position as regards the various means of transport before the second world war and the main problems to which they gave rise. The second chapter describes war measures taken by Governments : establishment of controls and restrictions, measures of regulation, rationalisation and co-ordination, efforts to maintain and improve vital communications notwithstanding all difficulties and to create new means of communication, governmental action with regard to scales of charges, insurance, etc.—and, lastly, measures of co-operation between States. The third chapter describes in greater detail how transports were affected by important changes in the general situation of certain countries, more particularly as the result of occupation by a foreign Power, and gives particulars in regard to every country of Continental Europe involved in the war or seriously affected by it in the field

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<sup>1</sup> Roneographed document C.C.T.730.

of transport. The fourth chapter briefly surveys the rôle and organisation of transport in the "living-space" of Continental Europe under the system planned at that time by the Axis Powers for the establishment of a European "New Order". The study concludes with some general observations on certain aspects of developments in the field of communications which at that time appeared probable in view of various tendencies then observable in Continental Europe.

The information contained in this study relates to the period extending up to the end of 1941. It was subsequently summarised and supplemented by data for the period to the end of the summer of 1943 in a memorandum entitled *The Present Transport Situation in Continental Europe*, prepared in September 1943. The period examined is that in which the transport situation was, comparatively speaking, stabilised in most European countries, owing to their occupation by Germany and to the measures taken by that country with regard to transport in general. This period ended in September 1943, with the capitulation of Italy. Thereafter, the situation continued to change rapidly, owing to movements on all European fronts, and it was not until hostilities had ceased that it became more or less stabilised again.

This memorandum was published as an annex to the study on *Transport Problems which arose from the War of 1914-1918 and the Work of Restoration undertaken in this Field by the League of Nations* (document C.29.M.29.1944.VIII) referred to above.

The studies concerned more especially with problems of the future relate, first, to the technical aspects of the rebuilding of the transport system in the post-war period which has now begun and, secondly, to the constitutional forms of the future system of international collaboration in the field of communications.

In the first group falls a study prepared in the spring of 1944 containing *Suggestions for U.N.R.R.A. relating to a Unified Organisation, under the Control of the United Nations, of the Transport System in Continental Europe and of Its Restoration, with a view to facilitating the Action for Relief and Rehabilitation in the Immediate Post-war Period*. These suggestions are followed by *Reflections concerning Preparations for the Actual Long-term Reconstruction of this Transport System after the War, conceived as a Whole and on a European Scale*.

The first part of this study deals with the period of relief and rehabilitation immediately following the end of hostilities and

suggests co-ordinated measures aiming, first, at the temporary repair of ways and means of communication in Continental Europe and, secondly, at the establishment of unified control of the European transport system and its operation during this period of relief and rehabilitation.

The second part of the study discusses measures of rationalisation in connection with the long-term reconstruction of the European transport system taken as a whole, following the relief and rehabilitation period.

As already stated, this study was prepared in the spring of 1944—*i.e.*, before the Dumbarton Oaks conversations. There was also an annex in which, having regard, *inter alia*, to the Statute conferred upon it before the war, the possibility of co-operation by the Communications and Transit Organisation in the action contemplated, both throughout the period of relief and rehabilitation and also during the subsequent reconstruction period, was discussed.

As regards studies relating to the future and possessing a constitutional aspect, the first, entitled *Memorandum on Future International Organisation in the Field of Communications* was prepared in 1943—*i.e.*, likewise before the Dumbarton Oaks conversations. Its aim was to work out the principles and suggest the bases for a future organisation of international collaboration in the field of communications within the general framework of post-war reorganisation.

This study considers the purpose and the powers and duties of an international communications organisation which might take the place of the League of Nations Communications and Transit Organisation, together with the constitution and working of such an organisation, its relations with other international organs, etc. The suggested provisions take into account, amongst other things, the lessons to be learned from a long experience of international action in this domain. In this connection, a comparison is drawn, at the end of the study, between the suggestions made with regard to the future and the existing situation, more especially as regards collaboration within the framework of the League of Nations Communications and Transit Organisation. The object of this is to bring out the main differences and to demonstrate the practical effects of the new proposals.

Lastly, some general observations are made with regard to clauses that might be inserted in the future peace settlements concerning the fundamental principles governing freedom of inter-

national communications and the future organisation of inter-State collaboration in this sphere.

Annexed to the study is a chronological table of the more important past activities of the Communications and Transit Organisation in the matter of international regulation, as embodied in conventions and recommendations.

Another annex contains a list of the chief international organisations—official, semi-official and private—solely or partially concerned with communications problems before the second world war.

After the publication of the Dumbarton Oaks proposals, the suggestions made in this study were reconsidered and recapitulated more concisely in another study prepared in the spring of 1945. This fresh study, entitled *Suggestions as to Future International Collaboration in respect of Communications in connection with the New International Organisation as proposed by the United Nations*, treats more particularly of the manner in which an international communications organisation might be linked to the future general organisation of the United Nations outlined at Dumbarton Oaks.

Another document prepared by the Secretariat, which was published in March 1945, was entitled *List of Multilateral Conventions, Agreements, etc., relating to Communications Questions*.<sup>1</sup> The object of this document was to provide a comprehensive survey of multilateral international obligations in the field of communications. These are very numerous; some of them are already of long standing and most of them have been very widely applied. Many of these instruments were concluded under the auspices of the League of Nations, by its Communications and Transit Organisation, or by the International Labour Organisation.

The various instruments are grouped under the following heads: freedom of transit, maritime navigation and ports, inland navigation, railways, road traffic, air navigation, postal services and telecommunications, identity and travel documents, tourist traffic, electric power and miscellaneous matters. In respect of each instrument the list gives: the title, the place and date of conclusion, the date of entry into force, a list of the contracting States and, lastly, the source or sources where the text of the instrument is to be found.

Finally, there is an annex enumerating, with a brief indication of their subject, all clauses relating to communications which were

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<sup>1</sup> Document C.53.M.53.1945.VIII.

embodied in the Peace Treaties of 1919-20—those of Versailles, Saint-Germain, Trianon and Neuilly—and in the Treaty of Lausanne of 1923. The enumeration of these clauses enables a comprehensive idea to be formed of the problems which arose in the sphere of communications in connection with the general settlement following the war of 1914-1918.

This document may be of value to authorities dealing with communications and to those concerned with international reorganisation in this field. It has therefore already been communicated to Governments.

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## II. QUESTIONS OF A SOCIAL AND HUMANITARIAN CHARACTER

### 1. HEALTH QUESTIONS

To inform national health authorities on matters of fact, to document them on methods of solving their technical problems, and to afford them such direct assistance as they may require—such are the principles which have governed the work of the Health Organisation.

In the period of twenty-four years during which this complex work has been in progress, different phases can, however, be distinguished. In the first of these, the dominant need was for the organisation of the fight against the epidemics which broke out in consequence of the first world war; effort had to be concentrated on meeting the danger that threatened most. This was the period of direct action by the Epidemics Commission on the Polish frontiers, of the establishment of epidemiological intelligence centres at Geneva and Singapore, of experiments in the deratisation of ships as a precaution against plague and of the unification of the assay of therapeutic sera as a guarantee of their activity.

Gradually, however, the post-war wave of epidemics subsided and the second phase that then began was characterised by action for the prevention of diseases. In particular, attention was devoted to perfecting methods of vaccination against smallpox, diphtheria and scarlet fever, to ensuring greater precision in the serodiagnosis of typhoid through unification of the technique employed, to improving tests for the detection of syphilis, to ascertaining the value of the various anti-rabies vaccines, to decreasing mortality among infants and mothers, to working out a programme of action for the combating of tuberculosis, and to systematising the prophylaxis of malaria. These few examples, out of many, showed that the aim in view was to ensure that public health work should, in general, be inspired by the principle of preventive medicine.

Health, however, is something more than absence of disease, and although curative and preventive medicine have not said their last word, they cannot endow the individual with that physical perfection which ensures joy of living. For this, the action of positive factors is required : a diet adequate both in quantity and in quality ; a healthy and pleasant home and the possibility of attaining the bodily well-being imparted by physical exercise. Nutrition, housing, and physical culture—such were the subjects of study which, with a rare vision and a remarkable grasp of realities, Dr. L. Rajchman, for seventeen years the Director and guiding spirit of the Health Section, laid before the Health Committee in 1934. By its decision to take up the study of these questions, the Committee showed that it was deliberately directing its action towards the promising field of social medicine.

The centre-piece of this threefold programme was nutrition and, of all the reports emanating from the Health Organisation, that dealing with the physiological bases of nutrition was certainly the one that attracted the most widespread attention ; this report, indeed, is of little less than historical importance in that it introduced the conception of protective foods and attributed to them their rightful place in a properly composed diet.

That the Health Committee was resolved to go still farther along the path of medico-social activities is proved by its studies on polyvalent health centres—a conception which is now more to the fore than ever—on the training of social workers and public health nurses, on health indices which enable the state of health of a particular community to be assessed from every aspect, on social assurance (in collaboration with the International Labour Office), and on rural hygiene, both in Europe and in the Far East.

The plan of work which the Health Committee had set itself for the years 1937 to 1939 reflected its desire to improve the lot of mankind by organising the fight against social diseases, slums and malnutrition and by bringing the most up-to-date methods of treatment and prophylaxis within reach of all classes of society. War broke out, however, before the completion of this three-year programme, which comprised, *inter alia*, a series of meetings that were to be held during the autumn of 1939, namely : the third Conference on the Standardisation of Vitamins, meetings of the Technical Commission on Nutrition, of a group of experts in the serodiagnosis of syphilis, the Commission on Physical Fitness and

the Technical Commission of Pharmacopœial Experts. Furthermore, at the instance of three British possessions in Africa, the Colonial Office had proposed the calling of a new Pan-African Health Conference at Nairobi (Kenya). Lastly, twenty-one Governments had expressed themselves in favour of a conference to lay down rules for the use of the new synthetic drugs which have taken their place alongside quinine in the prophylaxis and treatment of malaria.

However, the Health Organisation was obliged to postpone these meetings and to concentrate on the new tasks which the war was soon to thrust upon it. As early as September 14th, 1939, the Roumanian Minister of Public Health drew attention to the fact that the influx of refugees and the existence of a floating population along the frontiers gave rise to grave danger of epidemics in that country, particularly typhus fever. He asked the Health Organisation to take steps with a view to combined anti-epidemic measures on the part of the countries thus threatened. The Acting Director of the Health Section was thereupon sent to Bucharest, Budapest and Belgrade to examine the situation with the Governments concerned. He found that, for the moment, there was no epidemic focus of typhus fever and that the national authorities had the situation well in hand. As soon as the cold weather came, however, a recrudescence of typhus fever was to be feared. Accordingly, the idea of concerted anti-epidemic action undertaken under the auspices of the Health Organisation was favourably received and arrangements were made that the Health Section should be speedily informed of any epidemics which developed in order that it might take action without delay. From many sides, offers of assistance in the event of such action proving necessary flowed in. In point of fact, however, it was not until 1943, at a time when intervention by the Health Organisation was out of the question, that the spread of typhus fever in Roumania assumed alarming proportions.

It thus became necessary to adapt the work of the Health Organisation to the new conditions resulting from the hostilities, and this the Health Committee proceeded to do in November 1939.<sup>1</sup> In view of the effects which the war was bound to have on public health—whether through epidemics, nutritional deficiencies, widespread tuberculosis, or enterics due to the contamination of drinking-water—the Committee considered that its function was to hold

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<sup>1</sup> Document C.364.M.277.1939.III.

itself in readiness to help national health services both by direct action and by supplying documentation and technical advice. Nevertheless, this new orientation of effort was not to involve the abandonment of work in fields where it would be of immediate utility—e.g., epidemiological intelligence, malaria, nutrition, or biological standardisation—provided that such work did not make too heavy a call on the Health Section's already very much reduced resources.

As cases might arise in which immediate intervention would prove necessary, the Health Committee set up an emergency sub-committee, consisting of its Chairman and four of its members, which could act on the Committee's behalf and could co-opt other members of the Committee and experts, as circumstances might require.

This sub-committee met in March 1940, to consider the medico-social problems which the organised displacement of civil populations raised at that time. With the aid of Belgian, Finnish, French, Dutch, Norwegian and Swiss experts, a report was drawn up for the use of national health services. In this report are set out the principles to be applied in departure, transit and reception areas with regard to accommodation, medical and sanitary equipment, social welfare and the supply of foodstuffs, particularly milk.

Finally, at a time when blood-transfusion services were being organised to meet the needs both of operational and air-raid casualties, the Health Committee considered it necessary to draw attention, through the leading medical periodicals, to the international nomenclature for the various blood groups, which was drawn up under its auspices and had been in existence since 1927; its use made it possible to avoid the sometimes serious accidents which may ensue during transfusion when the groups to which the blood of the donor and the patient belong are incompatible the one with the other. At that time, however, several systems of nomenclature were being used to designate the blood groups, with the consequent risk of confusion.

By June 1940, owing to resignations and the departure of officers for their own national services, the Health Section comprised only two doctors—the Officer in charge of the Health Service and the Chief of the Epidemiological Intelligence Service—upon whom, up to the present time, has fallen the heavy task of preserving what could be preserved, of taking, with the assent of the Acting Secre-

tary-General, such action as was essential, and of replying to the requests for information which flowed in from all sides. In 1941, for instance, 65 questions from seventeen countries were referred to the Health Section, including seven from international institutions and 27 from national or regional health authorities. The subjects of these questions clearly reveal the problems about which, in those days, health authorities felt most concerned; questions relating to epidemiology were the most frequent, after which came questions concerning nutrition and the public health organisation of various countries.

For the purpose of framing its replies, the Health Section had in its files some 5,000 technical reports ; for current problems, Geneva was on the whole a good observation post from which it was possible to follow developments in the health conditions of a large part of Europe.

Soon, however, the war spread to most of the Far East. By November 1941, the requirements of military security had already considerably reduced the amount of epidemiological information communicated by telegram to the Singapore Bureau by the health administrations of Far-Eastern countries. The occupation of Indo-China, of the Chinese ports, of Thailand and of the Philippines progressively restricted the Bureau's sphere of action. A week before the occupation of Singapore (February 1942), the Bureau was transferred to Canberra, at the invitation of the Australian Government. In the circumstances, however, it was unable to continue to function usefully, and, on November 1st, 1942, its activities were suspended.

In Geneva, the Health Section found itself increasingly compelled to rely on its own resources, as lack of communications prevented its obtaining advice from the majority of the members of the Health Committee and its technical commissions. Subsequently, the Chairman of the Committee, Professor Jacques Parisot, and one of its members, Dr. René Sand, were deported to Germany and were not released until after the occupation of that country by the Allied troops.

In February 1942, the Inter-Allied Bureau set up in London to study post-war requirements asked the Health Section to supply data regarding the food ration consumed before and during the war in the occupied countries, the foodstuffs most suitable for distribution in concentrated form to the populations of those countries

after their liberation, and the types of vitamin-deficiency disease that were most to be feared. Since it was impossible to consult the Technical Commission on Nutrition, the Health Section, in preparing its reply, secured the assistance of physiologists available in Switzerland.

Shortly after the submission of this report, the Officer in charge of the Health Service was sent to London to place at the disposal of the Inter-Allied services the experience acquired by the Health Organisation in connection with the combating of epidemics, the prophylaxis of contagious diseases and assistance for pregnant women and new-born infants. The object in view was to draw up a plan for the distribution of available resources in medical and auxiliary staff, sera and vaccines, and drugs and medical equipment as between the countries that were then occupied, in order to meet their most urgent needs during the six months following their liberation and to assist the health services when they came to be reconstituted. The technical sub-committees to which this task had been entrusted included representatives of each occupied country and the distribution proposals were adopted with the agreement of all concerned, subject to revision if last-moment deportations of doctors or the destruction of hospitals and sanitary equipment made this course necessary.

In the second quarter of 1943, on the initiative of the State Department of the United States, the Officer in charge of the Health Service proceeded to Washington for consultations with the Office of Foreign Relief and Rehabilitation. Here again, the object was to place at the disposal of this Office—which continued to function until U.N.R.R.A. was established—the experience gained by the Health Organisation in nutrition, malaria and sanitary engineering.

The first session of the Council of U.N.R.R.A. was held at Atlantic City in October 1943 and the Health Organisation was invited to be represented by an observer. The Officer in charge of the Health Service outlined before the Sub-Committee on Health and Medical Care the way in which collaboration between the League of Nations Health Organisation and the Health Division of U.N.R.R.A. might be established. In its report, this Sub-Committee emphasised that co-operation between these two bodies should be encouraged and developed.

In March 1944, when the Health Division of U.N.R.R.A. was in process of organisation, Governor H. Lehman, Director-General of

U.N.R.R.A., sent a telegram to the Acting Secretary-General asking if it would be possible to secure the co-operation of the Health Section in certain fields of work for the whole duration of U.N.R.R.A.'s activities, so as to make use of the Section's technical qualifications while at the same time avoiding overlapping.

Governor Lehman also made three suggestions : first, that the despatch to the Health Division of U.N.R.R.A. of the epidemiological information collected by the Health Section at Geneva should be accelerated and that the quantity of information should, if possible, be increased (steps were at once taken to comply with this wish) ; secondly, that a "research unit" should be created in Washington—with the possibility of its later being transferred to London or to the Continent of Europe—its task being, on the one hand, to interpret the epidemiological data received from Geneva or other sources and, on the other hand, to assist the Health Division of U.N.R.R.A. to prepare health surveys of occupied regions of Europe or Asia ; finally, to enable U.N.R.R.A. to profit by the Health Organisation's experience in the Far East, the opening should be envisaged—preferably in India—of a bureau on the lines of that formerly operating in Singapore, while a subsidiary bureau, with the Pacific zone as its field of activity, might be set up in Australia.

The Acting Secretary-General having approved these suggestions, the Health Section established a "research unit" in Washington and this began work on May 15th, 1944, with a staff which included the former head of the Health Section's Epidemiological Intelligence Service and the former statistician of the Singapore Bureau. Week by week, this "Unit" provided the Health Division of U.N.R.R.A. with a critical survey of the health situation in Europe and the parts of Africa and Asia of importance from the standpoint of air traffic. It also prepared a monograph on the health organisation of Indo-China, the public health facilities available, the diseases prevailing there, and the diet of the native inhabitants.

With regard to the opening of a new Eastern Bureau in India, with a branch office in Australia, the negotiations with the Governments concerned had not been concluded when Japan capitulated. As a result of this development, the situation has changed and the possibility that the Eastern Bureau may, in the early future, resume its work in Singapore can once more be contemplated.

In December 1944, the Director-General of U.N.R.R.A. informed the Acting Secretary-General that the international sanitary conven-

tions—which had been adapted to the conditions resulting from the state of war—would henceforth impose certain responsibilities upon U.N.R.R.A. in connection with the notification of pestilential diseases. To meet these responsibilities, it must have an Epidemiological Intelligence Service of its own and, in view of the excellent work done by the “Research Unit”, Governor Lehman therefore expressed a wish that its staff should be placed at the disposal of the Health Division of U.N.R.R.A. in order to form the nucleus of such a service. With the assent of the Supervisory Commission, the transfer took place on January 1st, 1945.

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After this brief survey of the special tasks which the Health Section had to undertake as a result of the war, something more may be said of the long-term activities the continuation of which had been decided by the Health Committee in 1939.

*Biological standardisation*, universally recognised as a special feature of the work of the Health Organisation and a field in which it has done pioneer work, has proceeded, everything considered, very satisfactorily. The distribution of international standards to laboratories throughout the world, entrusted, in the case of sera, to the Danish State Serum Institute at Copenhagen and, in the case of vitamins, hormones and certain medicaments, to the National Institute for Medical Research at Hampstead, was at times slowed down through dislocation of postal services, but it has never been stopped.

After the invasion of Denmark in April 1940, the Copenhagen Institute was no longer able to communicate with certain countries. The Health Section therefore approached the Medical Research Council of Great Britain, which controls the Hampstead Institute, with a request that the latter might be authorised to supply the international standard sera to laboratories which could no longer obtain them from Copenhagen. Notwithstanding the additional work which this distribution entailed for the Institute—the stocks of some standard sera had to be reconstituted and the international units of activity redefined in terms of the new preparations—the Medical Research Council readily acceded to this request and the continuance of this international service was thus ensured.

The fact that the sometimes fatal accidents which during the first world war resulted from the administration of an insufficient dose of serum have been averted in the present struggle is largely due to biological standardisation. Thirty years ago, a doctor, relying on the number of units indicated on a phial, might inject a quantity of serum which he justifiably considered sufficient but which, in fact, was insufficient because the assay had been expressed in terms of a unit of lesser activity than that to which he was accustomed. This, however, cannot happen to-day. The universal adoption of the international units fixed by the Permanent Commission on Biological Standardisation, indeed, means that doctors are now equipped with weapons of well-defined calibre and range. It has also provided health authorities with the means of measuring the activity of biological remedies placed on the market; and, in the last place, it has simplified the task of manufacturers who now need to express the strength of a product they wish to export in terms of one unit only—the international unit. In other words, biological standardisation has become a necessity.

In the course of the war years, our therapeutic armament has been reinforced by new medicaments which can be assayed only by biological methods. It was essential, therefore, that no time should be lost in fixing international standards and units for these substances, so as to avoid the use in laboratories of several units of activity, based on different criteria and therefore not easily comparable. Although circumstances made it impossible to arrange a meeting of the Permanent Commission on Biological Standardisation, some of its members have taken steps to set up provisional international standards for Vitamin E—the so-called fertility vitamin—and for heparin, an anticoagulant substance much used in war surgery. The decisions taken were subject to the reservation that they must be confirmed by the Commission when it is able to meet as a body.

At the beginning of 1944, the question arose of standardising that incomparable antibacterial agent, penicillin. Here, again, it was necessary to act at once and to secure, from the outset, the use of a common yardstick for measuring the action of a product, which preliminary assays carried out in England and in the United States of America had shown to be capable of standardisation. On the Health Section's initiative, therefore, an International Conference on the Standardisation of Penicillin was convened in

October 1944, in London, where the substance had been discovered. This Conference, which was presided over by Sir Henry Dale, included representatives of Australia, the United Kingdom, Canada, France and the United States of America, while a number of those who had helped to increase knowledge of penicillin were present as observers. An international unit was chosen and two preparations were adopted ; one, chemically pure, will serve as a basic standard ; the other, less pure, but assayed in terms of the first, will be distributed to laboratories for the purpose of their day-to-day assays. The representatives of the United States of America agreed to undertake the preparation of the substances to serve as standards.

The progress made in biological standardisation has been possible only through the collaboration of many well-known scientists who have most generously placed their knowledge, their time and the resources of their laboratories at the Commission's disposal. Furthermore, certain manufacturers of pharmaceutical products have facilitated the Commission's work by presenting it with pure substances—some of them extremely expensive—for use as international standards.

In a similar field, it has been possible, notwithstanding the war, to continue the work with a view to the *unification of the national pharmacopæias* by preparing monographs on the chief medicaments subsequently to be included in them. Forty-eight such monographs have been completed and will shortly be published. This is a first step towards the establishment of an international pharmacopœia.

In the combating of *malaria*, which has been one of the chief concerns of the medical services of the Allied armies, constantly increasing use has been made of synthetic drugs—atebrin and plasmoquin—as to the value of which parallel investigations had been conducted in 1935 in Algeria, Italy, Malaya, Roumania and the Soviet Union, on the initiative of the Malaria Commission. The question of the dosage of these drugs, with which the Commission dealt in its “ Report on the Treatment of Malaria ” (1937) has, however, been reopened and it would have been desirable for the Commission to give the matter further consideration. Unfortunately, an attempt to arrange a meeting for this purpose proved unsuccessful and all that could be done was to consult those of the Commission's members who had had recent experience of the use of atebrin as an agent of collective prophylaxis. The opinions obtained were communicated to the Health Division of U.N.R.R.A. and showed that the con-

clusions reached by the Malaria Commission eight years ago in regard to the curative use of atebnin still hold good. On the other hand, the problem of the prophylactic use of synthetic anti-malaria drugs is not yet solved and it was to have been taken up again by the conference which it was planned to hold in the autumn of 1939.

In 1937, a proposal was made to the Malaria Commission for the establishment of a uniform terminology in connection with the epidemiology of malaria. Appreciating the value of such a measure, the Commission set up a Sub-Committee of five members to carry the proposal into effect. Their report, published in 1940, consists of two parts : the first comprises a commentary on malaria parasites and the infections which they cause, while the second is a glossary in which each term is defined and its French equivalent given. In view of the Malaria Commission's high standing in scientific circles, this report naturally aroused keen interest, and it may be hoped that the terms which it proposes will be adopted by the different schools of malariology.

With regard to *rabies*, the Health Section has, since 1940, been obliged to suspend the collection, statistical presentation and annual publication of the results of vaccination in anti-rabies institutes throughout the world, a task entrusted to it by the International Conference on Rabies (Paris, 1927). Nevertheless, as the data at its disposal already cover more than a million bitten persons treated, it would seem that this figure is sufficiently large to warrant conclusions as to the value of the various methods of vaccination, which was the object of the investigation. These conclusions might be submitted to a new international rabies conference, the holding of which is regarded as necessary by many authorities on rabies.

In response to a desire expressed by the Health Committee, the question of the preventive vaccination of dogs formed the subject of a critical review by the Health Section which was published in 1940.<sup>1</sup> A study on the value of live and killed anti-rabies vaccines was published the same year.<sup>2</sup>

Before the war, investigations into the question of *nutrition* were carried on in close collaboration with the national commissions set up in a large number of countries in Europe and overseas. As contact with the majority of these was lost after 1939, the investigations had to be discontinued. The Health Section, however,

<sup>1</sup> *Bull. Health Org.*, 1940/41, 9, No. 3.

<sup>2</sup> *Ibid.*, No. 1.

could not abandon the question of nutrition at a time when it was beginning to give rise to serious uneasiness. Accordingly, it endeavoured to assemble all available information, on the one hand, concerning food restrictions and their effects on health, particularly of children and adolescents, in belligerent and occupied countries, and, on the other hand, concerning the deficiency diseases produced by under-nutrition. A comprehensive study on the first point was issued in 1944;<sup>1</sup> a study on the second will be published shortly.

A clinical description of "famine disease", as observed among the internees in the camps in the south of France, was also published in 1944.<sup>1</sup>

Lastly, the rice problem, which had been raised in 1937 at the Inter-Governmental Conference of Far-Eastern Countries on Rural Hygiene, formed the subject of a series of publications.<sup>2</sup> To prevent the grain from being deprived, by excessive husking or by unsuitable cooking methods, of some of its nutritive and protective qualities, the latter deriving from the presence of vitamins, local customs would have to be changed. It is from this standpoint that the rice problem in India, Thailand and the Netherlands East Indies is approached in the above-mentioned publications.

The studies on *housing* were likewise conducted through the agency of national commissions and these, too, have been interrupted. Mention should, however, be made of the magnificent illustrated volume "Enquête sur l'Habitation rurale en France",<sup>3</sup> contributed by the French National Commission to the documentation of the European Conference on Rural Life.

In the event of a general war, bringing epidemics in its train, it is more than ever necessary to have rapid, regular and reliable information on the movement of infectious diseases throughout the world; for when an epidemic zone is located in good time, defensive and preventive measures can be organised.

Before the outbreak of hostilities, the *Epidemiological Intelligence Service* fulfilled these conditions, since it received data regarding infectious diseases and demographic statistics from every country in the world, with the exception of the Soviet Union, and from most large towns. Its Singapore Bureau received weekly telegraphic

<sup>1</sup> *Bull. Health Org.*, 1943/44, 10, No. 4.

<sup>2</sup> *Bull. Health Org.*, 1940/41, 9, No. 3.

<sup>3</sup> Document C.H./Com.Hab./100.

reports regarding the health situation in some 180 ports lying between the Suez and Panama canals. Twelve wireless stations broadcast once a week—and some of them daily—the epidemiological reports which Geneva and Singapore issued for the benefit of health authorities and ships at sea.

From 1940 onwards, however, the censorship and the slowing-down of postal communications hampered the working of the Service and restricted its field of activity, since no information was forthcoming from zones of military operations. The same thing happened in Asia in 1941. From 1942 onwards, the only information received from Africa and America had already become out of date in transit. As these continents were efficiently served by the Pan-American Sanitary Bureau and the British technical services, the League Epidemiological Service concentrated its attention on Europe and succeeded in ensuring the continued receipt of data respecting epidemics and mortality from belligerent, occupied and neutral countries ; the only regions from which it was unable to obtain statistics were the zone of the Eastern front and certain territories which were deprived of postal communications with the outside world, such as Albania, Serbia and, at some periods, Greece. The information published in Geneva in the *Weekly Epidemiological Record*—the issue of which was never suspended—was also transmitted to London and Washington by airmail or by telegram.

The official statistics, supplemented by information from other sources, made possible an objective study of the effects of the war on the health of the European peoples and of the spread of epidemics among them. Notes on these subjects were frequently included in the *Weekly Epidemiological Record* and a comprehensive study on health conditions in Europe was published at the end of 1944.<sup>1</sup> A knowledge of these data being essential to any rational relief work, the views of the Epidemiological Intelligence Service were sought by public health administrations, by national Red Cross Societies, and by the different organs of the International Red Cross which applied to the head of the Service as their technical consultant on questions of epidemics. When U.N.R.R.A. commenced work in this field, it requested that weekly telegrams should be sent to its centres in Washington and London concerning epidemic movements in Europe ; this request was complied with. Among the

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<sup>1</sup> *Bull. Health Org.*, 1943/44, 10, No. 4.

requests for information regarding new methods of combating contagious diseases, those respecting typhus fever were the most numerous. This led the Service to prepare a monograph, which was published at the end of 1942,<sup>1</sup> on this disease and on the latest methods of vaccination against it.

In 1938, the staff of the Service, in collaboration with the International Institute of Statistics, carried out the preparatory work and supplied the technical secretariat for the Fifth International Conference for the Revision of the Nomenclature of Diseases. It was thus given responsibility for preparing the official volume entitled "Nomenclatures internationales des Causes de Décès, 1938" (*International Nomenclature of Causes of Death, 1938*) which the International Institute of Statistics had printed at The Hague in 1940, on the eve of the invasion. The war made it impossible to arrange meetings of the technical commissions that were to be set up to prepare international nomenclatures of diseases to meet the requirements of hospitals, army medical services and sickness-insurance organisations. The Service was, however, able to provide the Netherlands and Swiss Army Medical Services and a number of hospital and surgical associations with proposed nomenclatures of wounds and diseases.

At the request of the International Red Cross, it prepared a *Polyglot Glossary of Communicable Diseases* giving terms employed to designate them in twenty-four European languages.<sup>2</sup>

The *Annual Epidemiological Report* for 1938, which contains figures revised by the health and statistical services of countries throughout the world, was published at the end of 1941.<sup>3</sup>

In 1945, the head of the Service was invited to take part in the work of the International Commission organised by the Government of the United States of America to standardise the rules of classification of deaths resulting from several joint causes.

Since the liberation of Europe and the consequent restoration of postal communications, the Epidemiological Intelligence Service has gradually re-established contact with health and statistical authorities from which it had been cut off. It has also collaborated with the Inter-Allied military medical authorities (S.H.A.E.F.) in the distribution to the competent national services of information

<sup>1</sup> *Bull. Health Org.*, 1943/44, 10, No. 1.

<sup>2</sup> *Ibid.*, No. 3.

<sup>3</sup> Document E.I.23.

concerning typhus fever in the occupied areas of Germany and among liberated prisoners.

In addition to its immediate practical utility to health authorities, the information assembled during recent months will enable the Epidemiological Intelligence Service to complete its various sets of statistical data, the value of which depends on their continuity, and to prepare a comprehensive publication on communicable diseases and mortality during the war.

In regard to reference material, mention should also be made of the *Technical Bibliography of the Work of the Health Organisation of the League of Nations, 1920–1945*<sup>1</sup> which is now in the press ; it covers several thousand reports of Committees and studies by experts and will be a valuable work of reference for specialists in public health and social medicine.

## 2. CONTROL OF THE DRUG TRAFFIC

### PRESENT INTERNATIONAL ORGANISATION

During the last twenty-five years there has been developed, under the general supervision of the League of Nations, an international system of control over the manufacture of and trade in dangerous narcotic drugs, and it has been generally agreed that the system has proved to be extremely effective.

The system had its beginnings in the Hague International Convention of 1912 and the provision in Article 23 of the Covenant of the League, by which the Members of the League agreed, " subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon ", to " entrust the League with the general supervision over... the traffic in opium and other dangerous drugs ". The League's supervision has operated :

(a) Through an Advisory Committee consisting of official representatives of countries specially concerned in the question. The Committee was set up in pursuance of a Resolution adopted by the Assembly at its first session, in 1920, and has met each year to review the whole field, examine the reports received from Governments and other sources and report to the Council, with recommendations for improving the control where it seemed necessary. The Committee is advisory only and has no executive

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<sup>1</sup> *Bull. Health Org.*, 1945, 11.

powers. The great progress that has been made has been largely due to the work of the Committee, and the publicity which has been given to its proceedings has had a powerful influence on the national administrations.

(b) Through the discussions at the periodical meetings of the Council and the Assembly when the reports of the Advisory Committee have come up for discussion or proposals have been brought forward by Members of the League.

(c) Through the Secretariat of the League, which contains a Section specially allotted to the subject, working under the direction of the Secretary-General.

As a result of the work done in this field by the League, it became apparent that the provisions of the original Convention of 1912 were inadequate to ensure the control that was necessary and three further conventions were subsequently agreed upon at the international Conferences of 1924/25, 1931 and 1936.<sup>1</sup> The Conventions of 1925 and 1931 set up two specialised bodies :

- (i) The Permanent Central Opium Board (Articles 19-27 of the 1925 Convention and Article 14 of the 1931 Convention);
- (ii) The Supervisory Body (Articles 2 and 5 of the 1931 Convention).

The function of the Permanent Central Board, which is a body of independent experts not connected with Governments and is appointed by the Council of the League, is to watch continuously the course of the international trade in dangerous drugs, to investigate cases of excessive accumulations of the drugs or where there is a danger of a country becoming a centre of illicit traffic, and to recommend any necessary action to the Council and to Governments. It also supervises the compliance of Governments with the limits fixed by them in the annual estimates of their requirements which they submit in pursuance of the 1931 Convention.

The function of the Supervisory Body is different. The scheme of the 1931 Convention for limiting the manufacture of dangerous drugs to the quantities required for legitimate medical and scientific purposes is based on the agreement of the parties to furnish each year to the Permanent Central Board, for examination by the Super-

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<sup>1</sup> There are also two special Agreements of 1925 and 1931 concerning the suppression of opium-smoking in the Far East.

visory Body, estimates of their requirements for the following year. The totals of the estimates constitute in effect for each drug the limit of the world's manufacture for that year. The Supervisory Body, a body of four experts nominated respectively by the League's Advisory Committee, the Permanent Central Board, the League's Health Committee and the International Health Office, is charged with the duty of examining these estimates and, in cases where they seem excessive, to make recommendations to the Governments concerned with a view to their reduction. The Supervisory Body has no power of itself to reduce an estimate ; and if a Government persists in its estimate, the Supervisory Body has to include it in the Statement which it issues annually of the estimates received, with any comments it may think necessary. An important feature of the scheme is that, if a country fails to furnish estimates, the Supervisory Body is required to frame estimates for it. The work is in a measure continuous as Governments may at any time send in supplementary estimates, modifying their original estimates. The annual Statement issued by the Supervisory Body is sent to all Governments and is the basis on which the whole machinery of international control of the manufacture of and trade in dangerous drugs now rests. It indicates the limits within which States parties to the Convention are under an obligation to restrict their manufacture, exports, and imports of drugs during the year to which the Statement refers.

Both the Permanent Central Opium Board and the Supervisory Body are autonomous in the execution of their respective functions, though financed by the League and closely associated in various ways with the League and its Secretariat.

The effectiveness of the international organisation, as in all fields of international co-operation, depends on the support of the national Governments which are parties to it. This means in the case of dangerous drugs control :

(a) The adoption of the necessary legislation or issue of the necessary orders embodying the requirements of the International Conventions and the establishment of the appropriate administrative services to ensure their observance ;

(b) The full and regular compliance with the obligations undertaken by the parties in regard to co-operation with the international organisation and with other Governments.

In reviewing the work of the League of Nations in regard to narcotic drugs since the last meeting of the Assembly and reporting on the extent to which this work has been affected by the war, it is necessary at the outset to state that the effect of the war, as was to be expected, has been more serious in regard to work concerned with progress and future plans than with regard to current work. Apart from certain preparatory work done by the Secretariat, the activities connected with future plans had, on the whole, to be discontinued from 1941 onwards owing to the impossibility of holding meetings of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs and of the Council. In spite of this, considerable progress, as is shown below, has been achieved in regard to certain of the more important drug activities. The war gave rise to some special activities — war-time activities in the strict sense of the term — and these concerned the maintenance of drug control and international co-operation, and the re-establishment of control in places where it might have broken down or been disorganised as a result of the war.

### I. SITUATION AT THE OUTBREAK OF WAR

In 1939, international co-operation for the control of narcotic drugs was firmly established. There was an international drug administration in constant touch with developments in the various countries and permanently engaged on plans for improved control and for further advances towards the ultimate goal—the suppression of drug addiction and illicit traffic throughout the world. During the twenty years of the League's efforts in this field, the situation prevailing at the end of the first world war had undergone a far-reaching change. By 1939, order had been brought out of comparative chaos and in most countries there was up-to-date, efficient legislation, and an effective national control, exercised through specialised authorities.

The position was well summed up by the Opium Advisory Committee in its Report to the Council on the Work of its Twenty-fifth Session (May 1940).<sup>1</sup> The Committee pointed out that the work done by it during the last twenty years had resulted in a number of vital achievements which ought not to be jeopardised in time of war and which it enumerated as follows: the application of

<sup>1</sup> Document C.125.M.114.1940.XI.

an international system of legislation and administration ; stabilisation of the legitimate manufacture of drugs at the level of the world's medical and scientific requirements ; introduction of a world system of estimates and statistics, forming the foundations of an international system of accounting covering the legitimate operations involved in the production of, trade in and consumption of drugs; control of national and international channels of distribution ; and, lastly, supervision and co-ordination of the system of control based on Conventions by international organisations (the Advisory Committee, the Permanent Central Board, the Supervisory Body).

The results of these various measures were obvious. The world manufacture of drugs corresponded closely to the world's medical and scientific requirements. International trade had been very considerably reduced and had for all practical purposes ceased to be a source of supply for the illicit traffic. The illicit traffic found it more and more difficult to obtain supplies and had to resort to raw opium available in producing countries and to illicit manufacture. A special instrument, the 1936 Convention for the Suppression of the Illicit Traffic, had been drawn up and came into force on October 26th, 1939, while, as regards future developments, preparations for an international convention for the limitation of raw-opium production were already far advanced.

In addition to their normal activities, the Opium Advisory Committee and the Secretariat were devoting special attention to the following more important questions : limitation of raw-opium production ; the situation concerning opium-smoking in the Far East ; the general situation in the Far East as regards raw-opium production, illicit manufacture, illicit traffic and drug addiction ; the enquiry into drug addiction and more especially into the legal and practical standpoints taken in the various countries regarding drug addiction and the addict himself, and the situation regarding the supervision of cannabis (Indian hemp), and drugs with a cannabis base.

In general, it may be said that, by 1939, the work of the Advisory Committee had reached a stage at which many of the most important problems had been solved—namely, the internal control of distribution and consumption, the regulation of international trade, and the limitation of manufacture and supplies. For several years it had thus been confronted with the task of finding solutions for what seemed the last of the outstanding problems. These were :

the limitation of the production of raw materials, final and total abolition of opium-smoking, and the eradication of drug addiction which is at the root of the whole drug problem.

## II. MEASURES TO SAFEGUARD DRUG CONTROL IN WAR-TIME AND TO ADAPT THE WORK TO WAR CONDITIONS

As soon as war broke out in Europe, it became clear that special measures would have to be taken to safeguard the results already achieved and thus to prevent a return to the chaotic conditions prevailing at the end of the first world war. Every effort had to be made to maintain both internal control and international supervision and co-operation, and for this purpose to impress upon Governments the necessity for continuing to apply the Drug Conventions and Agreements. It was equally important that the international bodies and their secretariats should continue their work, and that steps should be taken to make it materially possible to maintain contact with the largest possible number of Governments; for international drug control can only be maintained through continuous relations with Governments, which are the indispensable source of the various classes of data on which the control system is based.

As soon as they met in session, each of the international drug bodies in turn fixed its responsibilities and appealed to Governments to maintain control and collaboration. Thus, in letters dated September 29th, 1939, the Permanent Central Opium Board notified Governments of its decision that its activities must be carried on during the period of war, and requested them to continue to send it the statistics and estimates which they had sent in the past, as completely and regularly as circumstances would permit. Similarly, in the Introduction to its Statement of Estimated World Requirements of Dangerous Drugs in 1940,<sup>1</sup> issued on December 30th, 1939, the Supervisory Body stated that it was prepared to make every effort to continue its work. In a joint letter dated May 10th, 1940, to the Chairman of the Opium Committee, the Chairmen of the Supervisory Body and the Central Board reported, after eight months of war, that their work was being maintained, and that estimates and statistics were being received from almost all Governments.

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<sup>1</sup> Document C.379.M.292.1939.XI.

When it met, a few days later, at its twenty-fifth session, the Advisory Committee had before it a study prepared by the Secretariat on the consequences of the international situation on the Committee's work, and the lines along which that work might be conducted. After due consideration of these problems, the Committee reported to the Council<sup>1</sup> that it was convinced that only by maintaining both the national and international systems of control would it be possible to prevent a return to the conditions prevailing during and after the first world war which led to a marked recrudescence of drug addiction and an immense extension of the illicit traffic due to the lack of national and international legislative measures and of adequate systems of supervision and suppression. For that reason, the Committee drew the attention of Governments to the essential measures which it felt bound to recommend in order, as far as possible, to cope with war conditions and to safeguard the achievements of the past. The Committee emphasised the importance of the continued application of the Conventions and the supplying of the Secretariat with essential information required by the Conventions.

The difficulty of maintaining close contact with Governments, however, soon became acute, and there was every risk that the headquarters of the League of Nations at Geneva might become permanently or temporarily isolated. To ensure the continuation of international drug control, it was thus necessary to consider the possibility of creating centres outside Switzerland from which the work could be carried on in case of need. Thanks to the courtesy and interest of the Government of the United States of America, it was possible to establish branch offices of the Secretariats of the Supervisory Body and of the Central Board at Washington, D.C. These were opened in February 1941, and the greater part of the personnel transferred to the United States of America, leaving a nucleus at headquarters in Geneva. Having regard to the possibilities of communication, certain Governments were then requested to send the information required by the Conventions to the branch offices at Washington, D.C., whereas others continued to send the information to headquarters at Geneva. It was thus possible, throughout the war period, to remain in communication with all Governments willing to continue co-operation with the League

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<sup>1</sup> Document C.125.M.114.1940.XI.

of Nations in matters relating to narcotic drugs. Towards the end of 1943, the head of the Drug Control Service who, as Secretary of the Supervisory Body, had been in charge of its branch office at Washington, was transferred to London, where he had the advantage of personal contact with the Chairmen of the Advisory Committee, the Supervisory Body and the Permanent Central Board, and with the competent authorities of a number of Governments Members of the League.

The experience gained and the results obtained during the last five years have fully justified the dispersal of work in different places as a special war measure. This necessary arrangement was, however, bound to cause difficulties in the co-ordination of activities and the effective use of staff and funds. It was desirable that, as soon as circumstances permitted, the work should again be concentrated at the headquarters of the League and steps were taken to this effect in the summer of 1945.

### III. SUMMARY OF WORK DURING THE WAR PERIOD

#### A. Normal and Current Activities.

##### 1. *Opium Advisory Committee and Drug Control Service of the Secretariat.*

As mentioned above, the Opium Advisory Committee held its last session (twenty-fifth session) in May 1940. Owing to war conditions, it has not been possible for the Committee to meet in session since that date. In 1944, and again in 1945, there were consultations on the desirability of holding a meeting of the Committee to review events since the last session, to make plans for the resumption of activities and to survey the post-war situation, including the organisation of international drug control. It was decided, however, to wait for the results of the United Nations Conference at San Francisco.

Ever since 1921, the Advisory Committee has been the main instrument in planning and effecting drug control. It may be considered as the "general staff" in the campaign against the drug evil, and its experience is unrivalled. It may be thought undesirable that one of the elements in the system of international supervision should cease to function in present circumstances and that consider-

ation of urgent problems should be delayed if the new international organisation is not in a position to take over control of the drug traffic in the near future.

Although, since 1940, the Committee has been unable to carry on its ordinary activities, the system of exchange of information—forming the essential basis of its work—has continued. Annual reports on the drug traffic, texts of laws and regulations promulgated in application of the conventions and reports on cases of illicit traffic, have been received from Governments and communicated by the Secretariat to Governments and to members of the Committee. In this way, the competent national authorities as well as members of the Committee have been able to follow developments in the various countries which have furnished information. During the war this information has naturally decreased in volume, certain Governments having ceased their collaboration with the League, whilst others were not in a position to transmit the various reports or failed to do so.

Though since its sessions were discontinued, the Committee has been unable to contribute to the solution of certain of the questions which were engaging its attention at the beginning of the war, some work has been done on all of them, and, as will be seen in a later chapter, in regard to some of them, important developments have taken place. In so far as its war-time resources and the dispersal of its staff permitted, the Secretariat has carried out certain studies and outlined plans, in regard both to the limitation of raw-opium production and the abolition of opium-smoking. In addition, valuable contributions to the Indian hemp question have been made by scientists in the United States of America and by the Committee's experts, while, in the matter of drug addiction, an expert appointed by the Health Committee is engaged on a comprehensive report on the methods of treatment at present in use.

## 2. *Work of the Supervisory Body.*

The functioning of international drug control in general, and of the limitation of manufacture and supplies in particular, depends on the execution of the duties of the Supervisory Body in connection with estimates.

When war broke out in Europe in 1939, the first preoccupation of the Supervisory Body was to take measures to safeguard the continuation of its work. It was foreseen that there might be diffi-

culties in the holding of meetings and even in communicating with the members. In September 1939, an emergency procedure was adopted for the duration of the war under which one of the members was appointed Acting Chairman with powers to take decisions (with the Secretary) for the Supervisory Body, subject to all decisions being submitted to and approved by the Chairman and the other members as far as possible. At the beginning, the office of Acting Chairman was assumed by Dr. Henri Carrière. With the opening of the branch office in Washington, D.C., in February 1941, Mr. Herbert L. May became Acting Chairman, with authority to apply the emergency procedure.

During the war, the Supervisory Body suffered a great loss in the death of two of its members, Dr. Henri Carrière, former Director of the Swiss Federal Public Health Service, in December 1941, and Professor Marc Tiffeneau, Professor at the Faculty of Medicine, Paris, in May 1945. Both had been members of the Supervisory Body from its inception in 1933.

The Statement of Estimated World Requirements of Dangerous Drugs and a number of supplements to the Statement were prepared and communicated to Governments each year as in time of peace. The examination of the annual estimates for 1941 and 1942 took place in Geneva and Washington respectively under the emergency procedure, but in 1942, 1943 and 1944, the examination of the annual estimates were made at meetings in London under the chairmanship of Sir Malcolm Delevingne, K.C.B., K.C.V.O. Frequent meetings were also held in Washington under the emergency procedure to deal with Supplementary Estimates and other questions.

The extent to which Governments furnished their estimates during the war period must be considered as very satisfactory, account being taken of the fact that many countries which were, for several years, under enemy occupation or domination were unable to maintain their normal collaboration with the Supervisory Body, but some of them succeeded in continuing their collaboration. Estimates were furnished regularly each year, with few exceptions, by States belonging to the United Nations, by neutral States, by a number of countries in Western Europe which were under German occupation, and by Albania and Hungary. It is particularly interesting to note that, for the years 1942 up to and including 1945, all sovereign States in the Western Hemisphere furnished each year their annual estimates.

The universal application of the estimates system is facilitated by the provisions of the 1931 Convention, which places upon the Supervisory Body the duty of establishing estimates for those countries and territories which fail to furnish them. The Supervisory Body had to establish estimates for 18 sovereign countries in 1941, 22 in 1942, 23 in 1943, 18 in 1944 and 20 in 1945. Most of these States were former Axis States or States at the time under Axis occupation or domination. During the war, the Supervisory Body carried out these duties, although it became increasingly difficult in respect of countries whose Governments for several years did not themselves furnish estimates and statistics. Drug requirements are subject to change, and this is particularly true in war-time. In the absence of necessary information, it was not possible for the Supervisory Body to appreciate exactly present requirements, and it therefore adopted the practice of establishing the estimates on the basis of the last estimates furnished by the competent authorities. The Supervisory Body stressed that estimates established by it might be far from corresponding to actual requirements. It is of the greatest importance that, in the countries which did not furnish estimates during the war, the new national Governments should, at the earliest possible moment, ascertain their drug requirements and resume the furnishing of estimates.

### *3. Work of the Permanent Central Board.*

#### *(a) Preservation of the International System and Organisation of Control since 1939.*

The problem confronting the Board at the outset of war was how to ensure the continuance of the control, secure that the Board itself should survive, and prevent its staff and records from being disorganised and dispersed. With this object various steps were taken then and later.

1. As mentioned above, a letter was at once sent to all Governments informing them that the Board proposed to continue its work and asking for the full collaboration of the national controls. This letter met with a remarkable response. With a few exceptions, all the Governments of the United Nations throughout the world and almost all neutral Governments have carried on their domestic control and have collaborated in varying degrees with the Board.

2. The war precluded some of the eight members of the Board from participating in its work, others found it impossible to travel to meetings in war conditions. There was danger that the necessary quorum would not be obtained at sessions of the Board. Two new members were therefore added to the Board.

At its session held in July 1945, the Board learned with profound regret of the deaths of Judge Michael Hansson (Norway), M. Dragan Milicevic (Yugoslavia) and Professor M. Tiffeneau (France), all of whom have been valuable members of the Board for many years.

The present position is that there are seven members of the Board instead of the eight members provided by the 1925 Convention. Five of the present members served before the war.

Difficulties in communications and financial stringency prevented the Board from holding four sessions a year as in normal times ; but, sessions have taken place in every war year except one ; and reports<sup>1</sup> and recommendations have been made.

3. In 1940 it became apparent that communications with the headquarters of the Board at Geneva would become increasingly slow and precarious. It was therefore decided to open a Branch Office in Washington with the consent of the Government of the United States of America. The staff, except one clerk, were moved to this Branch Office in Washington, and continued to conduct the Board's secretarial and statistical work there until June last, when it was decided to return them to Geneva.

4. The war produced at first a sharp decline in the statistical information sent by Governments, on which the Board's control is based. The Board used to receive in normal years about 1,500 returns from 65 metropolitan Governments and from the administrations of some 100 colonies and territories. This number fell to 965 for 1941 and has since begun to rise ; and the returns received in 1945 should number well over 1,050. The missing returns relate mostly to Axis or Axis-occupied countries. Many countries, although actively engaged in the war, and among them countries

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<sup>1</sup> Documents C.85.M.85.1942.XI, of November 27th, 1942—Report to Council on the Work of the Board (1941-1942) ; C.37.M.37.1943.XI, of December 30th, 1943—Report to Council on the Work of the Board (1942-1943) ; C.14.M.14.1944.XI, of May 5th, 1944—Report to Council on Measures to re-establish the Control of Dangerous Drugs in Liberated and Occupied Countries ; C.84.M.84.1945.XI, of July 17th, 1945—Report to the Council reviewing the Organisation and Work since the Beginning of the War and the Position in Certain Areas.

where control is most important—such as the United States of America, the United Kingdom, Canada, China and India—carried on their domestic control of narcotics and their collaboration with the Board. Some Governments partially or wholly suspended their returns, and informed the Board that the information, retained for reasons of military security, would be sent after the war.

The Board is taking active steps to obtain information from countries where it can and ought to be made available. There are several important gaps. Broadly speaking, however, the direct control set up by the International Conventions has withstood the shock of war ; and most Governments have supported the international control to a remarkable degree. The end of the war finds the Treaties unimpaired. Most of the national controls, together with the Board and its secretariat, are in existence and able to discharge the essential duties under the Narcotics Conventions. The pre-war system of information on which the control is based has been impaired somewhat, but by no means irreparably.

(b) *Action taken by the Board for the Re-establishment of Control in Liberated Countries and in Germany.*

1. In May 1944,<sup>1</sup> the Board formulated certain general suggestions for the use of civil authorities and the Civil Affairs Divisions of military authorities in countries that were being liberated. These suggestions were substantially embodied in directions issued by Supreme Headquarters in the European theatre.

2. In its report issued in July 1945,<sup>2</sup> the Board pointed out that the present situation of Germany creates as regards control of narcotics a twofold problem. In so far as narcotics are required for civilian purposes, the Board would appreciate the assistance of the Military Government to the end that an adequate domestic control may be at once re-established and the information required under the Conventions sent to the Board.

Secondly, in so far as narcotics are used by the occupying armies, the Board draws attention to the fact that the drugs being used for Government purposes are outside the control of the Board and of the domestic controls of the importing and exporting countries

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<sup>1</sup> Document C.14.M.14.1944.XI, of May 5th, 1944.

<sup>2</sup> Document C.84.M.84.1945.XI.

which supply these needs. This imposes a special responsibility for the Military Government, particularly having regard to the fact that, after the first world war, the sudden and alarming increase in illicit traffic and addiction was believed to have been partly due to leakages from military supplies.

(c) *Summary of the Present Situation.*

In its last report, the Board has summarised the situation as follows :

“ (a) The Conventions under which the Board operates are, together with the Treaties establishing the Red Cross and the International Postal Union, the most widely ratified in the world. They have not been impaired by the war.

“ (b) While some domestic controls have disappeared or been disorganised, the majority of the controls have survived the war, and continued their work, even in cases of enemy occupation. The areas in which controls perhaps most need to be re-established and reconstructed are the Balkans and the Far East. In Central and South America, they need to be gradually built up through advice, experience and increased financial provision.

“ (c) The Board and its secretariat continue to function. The body of information on which the Board’s control is based sank, at its lowest point, to a little below two-thirds of its pre-war volume ; and it has been steadily increasing in the last two or three years.

“ (d) The Board trusts that, in view of the situation described in this report and with the assistance of Governments and Military Occupying Authorities—in particular of the Governments of the Soviet Union and of the Military Authorities in Germany and the Far East—this whole piece of international work will be restored in the near future to its pre-war scope and level of efficiency.

“ (e) The control of narcotics was instituted in order to master a widespread and insidious evil, recognised as such by Governments and the public. In the decade before the war, the international and national controls, working in close co-operation, fulfilled their purpose with remarkable success. For instance, in the United States, it was estimated that addiction was reduced by as much as 60%. It cannot be too often emphasised, however, that the danger will recur unless measures are taken at once to reinstate the controls where necessary.”

(d) *Future Organisation.*

At the San Francisco Conference, the United States Delegation expressed the hope that existing agencies should be brought into relationship directly with the future Economic and Social Council of the United Nations. This statement was supported by several other Delegations. In this connection, the Board has in its last report expressed the view that, for the maintenance of the system of control, it is necessary that there should be no break or hiatus in the work of the Board and Supervisory Body which establishes the annual Statement of Estimates on which the Board's control is based. If once the control is disorganised or discontinued even for a short time, the statistics used in the control become more or less valueless, and it would be difficult to resume the system except after considerable delay. No interval should be allowed to elapse and no alterations should take place in the work of these two bodies between the dates when the League of Nations ceases to work and the new Organisation set up at San Francisco begins to function.

The Board has also wished to recall that it is an independent body with certain quasi-judicial functions working under International Conventions which have the characteristics of treaties and that it is most important that its position in this respect should be maintained.

**B. Special Work.**

As a consequence of the war, the work of international drug control had, in certain respects, to be given a new orientation and new work had to be undertaken.

*1. Preparations for the Post-war Period.*

It became clear at an early stage that all necessary steps must be taken at the earliest possible moment to restore in full the system of control and international collaboration existing in the pre-war period. The peace settlements following the war would, moreover, offer opportunities both for the improvement of the existing control system and for further progress. But these could be achieved only if the necessary preparatory work was done in time. With this end in view, a consultation took place in London, in September 1942, between the Chairman of the Opium Advisory Committee, the Chairman of the Supervisory Body, the Vice-Chairman of the Permanent Central Board and the head of the Drug Control Service

of the Secretariat, and, as a result, a tentative programme was drawn up, the main points in which referred to both short-term and long-term planning. In the short-term field, it was recommended, attention should be devoted to the situation which might arise immediately after the cessation of hostilities, as regards both supplies of drugs for medical purposes and measures to re-establish an effective control in countries and territories where control might have been disorganised or might temporarily have ceased to operate. In the long-term field, it was considered that the opportunity might be taken to perfect the existing system of control and to undertake, for that purpose, a study of the national and international systems at present in being. This would make it possible to suggest any desirable improvements and, in particular, to remove the weaknesses, inconsistencies and gaps which had, inevitably, resulted from the empirical methods followed by both Governments and the League in gradually building up the existing control system. Further, it was emphasised that the possibility of the complete and immediate prohibition of opium-smoking everywhere should be studied with a view to full and final effect being given to the provisions of the Hague Convention, although it was recognised that prohibition could not, of itself, be expected to bring about the desired results unless it was combined with the limitation of raw-opium production. It was also considered that the Secretariat should proceed with such studies as might be necessary to enable the Advisory Committee to resume its consideration, at the earliest possible moment after the end of the war, of the preliminary draft Convention for the Limitation of Raw-opium Production which, as adopted by the Committee in 1939, had left certain important problems in abeyance.

Within the limits of its possibilities, the Secretariat has carried out certain studies and prepared preliminary memoranda relating to long-term planning. In the absence of a meeting of the Advisory Committee—within whose competence these matters fall—it has not, however, been possible to proceed further.

## 2. *Measures to re-establish Control in Certain Countries in Europe and Asia.*

The situation which might arise in countries and territories liberated from enemy domination or occupied by the United Nations engaged the attention of the international drug bodies and the

Secretariat at an early stage. It was realised that, unless effective steps were taken by the military and civil authorities who became responsible for the administration of such countries and territories, a dangerous situation might arise. On the one hand, it would be necessary to provide adequate supplies of narcotic drugs, but on the other hand, it would be equally necessary to prevent existing supplies from falling into the hands of illicit traffickers—a problem which might be especially acute in raw-opium-producing and manufacturing countries. It was decided to give every assistance which might be required to the military and civil authorities concerned.

In November 1942, a special study was prepared at the request of the competent American authorities on the whole drug situation in the part of Continental Europe then under German and Italian domination or occupation. This study was also placed at the disposal of the competent British authorities. Similarly, in July 1943, a memorandum was prepared, and put at the disposal of interested authorities, on the Narcotic Drug Situation in countries and territories in the European theatre of war which might be liberated by the United Nations or occupied by them. As from the summer of 1943, lastly, the Drug Control Service undertook the preparation of monographs on the drug situation in various European and Far-Eastern countries and territories which at the time belonged to the Axis group or were under Axis occupation or domination. Such studies have been completed in respect of twenty-seven different countries and territories and communicated to the authorities concerned. Their object was to give the military or civil authorities of the United Nations as complete a picture as possible of the actual situation and system of control. In regard to Far-Eastern countries and territories, there was a special chapter dealing with opium-smoking in all its aspects.

In February 1944, the American Legation in Switzerland received from its Government the following communication which was transmitted to the Acting Secretary-General of the League :

“ In view of the possibility that after the war there will be an increase in the illicit narcotics traffic and in drug addiction in Europe as there was after the last war, it would seem desirable that consideration be given to the question of effecting complete control of the narcotic drugs in the areas which come

under the jurisdiction of military or civil authorities of the United Nations. It is requested that you enquire of the Acting Secretary-General of the League of Nations and report what steps he is planning to take in the liberated areas in order to maintain control, to ascertain the quantities of narcotic drugs on hand, and to estimate the quantity needed during the first year of liberation."

In his reply dated March 1st, the Acting Secretary-General stated that the questions raised were the subject of very serious preoccupation on the part of the League bodies dealing with international drug control, and drew attention to the statement made on this subject by the Permanent Central Board in its report to the Council dated December 30th, 1943.<sup>1</sup> In that document, the Board laid the greatest stress on the importance of instituting, at the earliest possible moment, complete control on the lines laid down in the International Conventions, over the manufacture of, trade in and distribution of narcotic drugs in enemy or enemy-occupied countries as they came under military or civil control of the United Nations. The Acting Secretary-General further pointed out that, whilst after the last war there was no central international machinery available to control and co-ordinate national efforts to suppress the narcotics drugs traffic, such a machinery now existed and he emphasised the need for close collaboration and reciprocal exchange of information between the military and civil authorities of the United Nations and the various existing international drug control organs. This whole problem, he said, had been under constant study by the representatives of the various international drug control bodies and he expressed the hope that it would be possible to arrange meetings of the Chairmen and Vice-Chairmen of these bodies with a view to co-ordinating detailed measures in consultation with the United Nations' authorities.

Such meetings were in fact held in London during the spring of 1944. The results of the joint deliberations of representatives of the international drug bodies and of the Secretariat were embodied in the report which the Permanent Central Board issued on May 5th, 1944.<sup>2</sup> This pointed out that further progress in the military operations had made the problem more urgent, and put forward

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<sup>1</sup> Document C.37.M.37.1943.XI.

<sup>2</sup> Document C.14.M.14.1944.XI.

a number of recommendations regarding measures to be taken during the period of military control. In due course, these recommendations were embodied in directions to Allied civil authorities and to the Civil Affairs Division of the military authorities, issued by the Supreme Headquarters in the European theatre of war. There is reason to believe that the recommendations have also been applied in the Pacific theatre. It should be added that an American military official with practical experience of drug control was attached to Allied Supreme Headquarters in Europe to co-ordinate and supervise all measures for the re-establishment of control in Europe, and that the international drug bodies and the Secretariat remained in close contact with him.

In the introduction to his report for 1943, the Director of the Central Narcotics Intelligence Bureau, Cairo, refers to the post-war problem, and states that post-war depression, both mental and commercial, disorganisation of Governments and disregard of law and life will be rife in Central Europe, the Balkans and the Far East ; drug addiction, one is told, is already spreading again in these countries and, before pre-war order can be re-established, the drug trade will have full opportunity to raise its evil head again. He continues : " Thanks, as I have said before, to the League organisation, the Central Narcotics Intelligence Bureau was able to defeat the common enemy in the past : this time, the attack will be heavier... ".

Two recent events illustrate the necessity for special measures being taken in the liberated or occupied countries. In May 1944, a drug factory in Brussels was broken into and plundered of all its large stocks of narcotics. Fortunately, the greater part of these drugs was retrieved later. In December 1944 and January 1945, during the civil war in Greece, the warehouse of the State Drug Monopoly was pillaged. Only a small quantity of the drugs was recovered.

To sum up what has been done in this important matter, it may be said that the League of Nations early realised the dangerous situation which might arise and put the whole of its experience and accumulated material at the disposal of the competent authorities of the United Nations which, in the first place, must necessarily be responsible.

### 3. *Collaboration with the United Nations Relief and Rehabilitation Administration.*

The League was also called upon to collaborate with U.N.R.R.A. and assist it in connection with relief supplies of narcotic drugs. On February 16th, 1944, the Director-General of U.N.R.R.A. addressed a letter to the Acting Chairman of the Supervisory Body requesting the assistance of the Supervisory Body in assessing the needs of the populations of occupied countries for dangerous drugs. A note on medical consumption of narcotic drugs in European countries under German occupation or domination was prepared at the branch office in Washington and communicated to U.N.R.R.A.

## IV. SPECIAL DEVELOPMENTS DURING THE WAR

As the Assembly has had no opportunity of considering the problems of drug control since 1938, and as the Opium Advisory Committee has not met since May 1940, it would appear useful to outline briefly the special developments which have occurred during the war and which have an important bearing on the future work in this sphere.

### 1. *Ratifications and Accessions to the Conventions.*

Since the outbreak of war in Europe in 1939, there have been a number of ratifications and accessions to the International Drug Conventions, namely :

#### *The Hague Convention of 1912:*

Paraguay, Afghanistan, Sa'udi Arabia and Egypt.

Number of parties in September 1945 : 63.

#### *The Geneva Convention of 1925:*

Paraguay.

Number of parties in September 1945 : 54.

#### *The Limitation Convention of 1931:*

Paraguay.

Number of parties in September 1945 : 64.

#### *The 1936 Convention for the Suppression of the Illicit Traffic :*

France, Colombia, Egypt.

Number of parties in September 1945 : 13.

There were two countries in the world which were not parties to any of the four International Drug Conventions—namely, Argentina and Ethiopia. On August 3rd, 1945, the Government of the Argentine informed the Secretariat that it had, by Decree dated July 23rd, 1945, decided to ratify the International Drug Conventions of 1912, 1925 and 1931. The instruments of ratification have, however, not yet been received.

The war-time accessions to the Hague Convention were due to special circumstances directly related to the war. Some countries found great difficulty in obtaining the supplies of drugs required for domestic needs from their regular suppliers. They turned to the United States of America for these supplies, but were unable to get them from that source until they had become parties to the Hague Convention. The United States Narcotic Drugs Import and Export Act requires adherence to that Convention as a condition to the issuance of a permit to export narcotic drugs from the United States of America.

## 2. *Lack of Information concerning Certain Areas.*

The war caused a complete "black-out" in wide areas. The principal Axis countries ceased all collaboration with the League of Nations and almost throughout the war failed to furnish any of the information required by the Conventions to which they were parties. As the war spread, the "black-out" extended over the whole of Eastern Europe—with two notable exceptions in Albania and Hungary, which, as long as hostilities lasted, supplied all or most of the particulars required of them—all the Balkan countries involved and all those parts of the Far East which were Japanese territory or came under Japanese domination or occupation. In Western Europe, the situation was different, as almost all the German-occupied countries transmitted more or less regularly both estimates of drug requirements and all or part of the statistical information required by the Conventions, as well as, to a limited extent, other information.

The complete cessation of information from so many important territories has been a very serious matter, as information is the basis of international supervision, and it is of the greatest importance that measures should be taken by all Governments concerned and by the United Nations' authorities responsible for the administra-

tion of occupied countries to ensure that the full flow of information concerning the drug situation is resumed with the least possible delay.

### *3. Collaboration of Governments.*

The experience of the war-period shows that Governments appreciated the necessity not only for maintaining intact the internal control system, but also for keeping both international supervision and collaboration in working order. Details of the extent to which estimates and statistics were furnished have already been given in the sections dealing with the work of the Supervisory Body and the Central Board. In this connection, mention should be made of the fact that the presence of the branch offices at Washington was used to full advantage in establishing closer relations with the Governments of Latin-American countries. The effect was noticeable in a livelier interest in the drug problem and in an improvement in both the quality and quantity of the information furnished by a number of these countries. It is to be hoped that this closer collaboration will be maintained and developed.

### *4. Supplies of Raw Materials and Manufactured Drugs.*

Many countries had, before the outbreak of war, taken the precaution of providing themselves with larger stocks than usual of raw materials and drugs. As the war went on, there was evidence of an increasing shortage of both of these. At certain times, raw opium was reported to be unobtainable in such producing-countries from which it could still be shipped to the United Nations and the neutral countries. As to coca leaves, there was an acute shortage in almost all European countries, the principal source of supply having been the Netherlands Indies, which came under Japanese occupation in 1942. Thanks to the initial stocks and to special measures to economise available supplies, most of the countries outside Europe did not suffer from any real scarcity of drugs, but in Continental Europe the situation was different. There were acute shortages in many countries in both Western and Eastern Europe. German-occupied countries were cut off from all supplies except those obtainable from Germany itself, though in certain cases it was possible for the International Red Cross to bring relief by furnishing supplies of the drugs most urgently required. Many

countries outside Europe met with difficulties in obtaining drugs, partly because the increasing home needs of their usual suppliers left no quantities available for export and partly because of the interruption and disorganisation of international communications. In certain countries, the problem was so acute that it was found convenient to create a manufacturing industry or to make such industries possible by legislation.

To some extent, the shortage of raw opium, on the one hand, and of drugs, on the other, was offset by two new developments. It is known that the extraction of morphine from poppy straw already practised in certain European countries before the outbreak of the war has increased considerably since hostilities began, and has been started in other countries.

The increased use of a synthetic substitute for morphine seems to have been of help in alleviating the shortage of drugs of the morphine group. This drug, which is known as "Dolantin" in Continental Europe, as "Pethidine" in the United Kingdom, and as "Demerol" in the United States of America, was put on the market by a German firm not long before the outbreak of war, and manufacture has since begun in the United Kingdom and in the United States of America. According to scientific investigations and experience up to the present, it seems that the drug may be a useful substitute for morphine, but that it presents the same danger as the opium alkaloids inasmuch as it is habit-forming.<sup>1</sup> In a number of countries, this drug has been subjected to control under the narcotic drugs legislation and steps have been taken to bring it under the 1925 Convention in application of Article 10.

##### 5. *The Abolition of Opium-smoking in the Far East.*

It has been mentioned above that, at the consultations which took place in London in September 1942, it was decided to study the possibility of complete and immediate prohibition of opium-smoking throughout the world. On November 10th, 1943, the

<sup>1</sup> The Annual Report of the United States of America for 1943 (document C.18.M.18.1944.XI) (O.C./A.R.1943/3) contains the following passage: "There is every reason to believe that, unless subjected to the same enforcement control as is morphine, the manufacture, distribution and use of this new synthetic drug will soon be productive of serious abuses with inevitable spread of drug addiction. While it has no chemical relation to morphine, it has definite morphine-like physiological characteristics and it is habit-forming".

British and Netherlands Governments respectively announced that it had been decided to adopt a policy of complete prohibition of opium-smoking in all their territories in the Far East then under Japanese occupation, and that, accordingly, the prepared-opium monopolies formerly existing in these territories would not be re-established after their liberation.<sup>1</sup> On July 13th, 1945, the Government of the French Republic notified the Acting Secretary-General that the principle of the absolute prohibition of opium-smoking throughout all the territories in the Far East under French authority had been adopted a year earlier by the French Committee of National Liberation and that this decision had been notified to the British Government on January 3rd, 1944.<sup>2</sup>

In this connection, it is interesting to note that the Annual Report of the United States of America for 1943<sup>3</sup> refers to a series of informal meetings which, beginning on January 13th, 1943, were held in the Treasury Department (Office of the Commissioner of Narcotics) at Washington, to discuss what should be done in regard to opium-smoking in the event of the occupation by forces of the United Nations of certain islands or territories in the Far East where opium-smoking monopolies were in existence. These meetings were attended by representatives of the United Kingdom, Canada, Australia, New Zealand, the Netherlands and China, as well as by representatives of the United States State Department and of the Foreign Policy Association in the United States. At the conclusion of the discussions, it was apparent that the representatives of the Governments present were in agreement as to the final object to be reached—namely, the total prohibition of opium-smoking—and that any differences of opinion expressed concerned only the method to be applied to attain this objective. Mention was made of the fact that it had been pointed out at Geneva that there was a huge excess production of raw opium in the world and that public opinion in America was crystallising against the opium-smoking monopolies because they fed the illicit traffic in the United States and elsewhere. As a result of these discussions, the United States Government, on September 21st, 1943, addressed an *aide-mémoire* on the subject to the British, Netherlands and other interested Governments.

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<sup>1</sup> Documents C.30.M.30.1943.XI and C.7.M.7.1944.XI.

<sup>2</sup> Document C.77.M.77.1945.XI.

<sup>3</sup> Document C.18.M.18.1944.XI (O.C./A.R.1943/3).

The above-mentioned declarations of the United Kingdom and Netherlands Governments were greeted with satisfaction in official statements issued by the Governments of China and the United States. The latter Government, in its annual report for 1943, described the announcements made on November 10th, 1943, as one of the most important developments of all times in international drug control. The three Governments concerned (United Kingdom, France, Netherlands) pointed out that the success of the abolition of opium-smoking would depend on the measures taken for the limitation and control of raw-opium production in other countries, and that they were prepared to collaborate with other Governments for that purpose. The Governments of China and the United States of America, in their official statements mentioned above, both reiterated their interest in this question and their willingness to continue their co-operation in international efforts to bring about a solution of the problem.

Authorised opium-smoking and Government Opium Monopolies also exist in Thailand, in two hitherto Japanese territories (Formosa and Kwantung Leased Territory) and in the Portuguese colony of Macao.

The success of the policy of abolition of opium-smoking will depend not only on the effective limitation and control of opium production but also on other measures.

In view of the large number of authorised smokers in some of the territories concerned, the problem of breaking them of their habit can be solved only by decided action according to carefully made plans. An effective policy will have to be adopted and put into operation for the treatment of smokers and this will involve both the development of satisfactory methods of breaking the smoking-habit as well as the provision of hospital facilities and medical attention. Steps must also be taken to prevent smokers from turning from licit to illicit supplies, a result which can be achieved only through an intensified campaign against the illicit traffic with close co-operation between the preventive services, in all countries, particularly in the Far East. Any delay in putting into operation practical measures in execution of the above-mentioned policy—in addition to the formal abolition of opium-smoking and Government Monopolies—may involve the risk that smokers, in large numbers, will turn from authorised to illegal smoking.

## 6. *Limitation and Control of Raw Materials.*

### (a) *Raw Opium and Other Raw Materials for the Extraction of Opium Alkaloids.*

In 1939, the Opium Advisory Committee prepared for the consideration of Governments a report and a draft of the principal articles which might be embodied in a convention for limiting and controlling the cultivation of the opium poppy and the production of raw opium and for controlling other raw materials used in the manufacture of opium alkaloids.<sup>1</sup> Since then, however, the general situation has been radically changed by events and everything points to a steady decline in the legitimate demand for raw opium. In pre-war times, roughly half of the raw opium required for licit purposes went to supply the Far-Eastern Opium Monopolies. The demand from this source will now disappear. It has, moreover, already been mentioned that, during the war, increasing quantities of morphine have been extracted from poppy straw. This again will materially reduce the demands for opium—namely, that intended for the manufacture of narcotic drugs—unless, as urged by certain raw-opium-producing countries, the extraction of morphine from poppy straw is prohibited by international agreement. The legitimate demand for opium will be still further reduced through the appearance and apparently extensive use of a synthetic substitute for morphine to which attention has been drawn above.

The statistical information collected by the League of Nations show beyond the slightest doubt that raw-opium production far exceeds the legitimate requirements. In addition, there were, before the outbreak of war, huge quantities of raw opium in stock in a number of producing countries. Surplus stocks and excess production always tend to get into the illicit traffic. The demand for raw opium in the legitimate market is constantly decreasing, and will be reduced by approximately 50% through the abolition of opium-smoking alone. Any unnecessary delay in the limitation of raw-opium production may result in a dangerous situation for the whole world.

In 1943 and 1944, the Government of the United States of America initiated diplomatic discussions with a view to an international agreement to prohibit the cultivation of the opium poppy

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<sup>1</sup> Document C.175.M.104.1939.XI.

except for medical and scientific needs. A joint resolution adopted by the seventy-eighth Congress and approved by the President on July 1st, 1944, requested the President "to approach the Governments of all opium-producing countries throughout the world, urging upon them, in the interests of protecting American citizens and those of our Allies and of freeing the world of an age-old evil, that they take immediate steps to limit and control the growth of the opium poppy and the production of opium and its derivatives to the amount actually required for strictly medicinal and scientific purposes ». During the autumn of 1944, the American diplomatic missions to Governments of the principal opium-producing countries with which the United States of America had friendly relations—viz., those of Afghanistan, United Kingdom (for India and Burma), China, Iran, Mexico, Turkey, the Soviet Union and Yugoslavia—were instructed to transmit to these Governments the text of the joint resolution together with memoranda on the subject prepared by the Department of State.<sup>1</sup> In the memoranda, the Government of the United States of America urged the Governments concerned to take steps to limit the production of opium to the amount required for medicinal and scientific purposes, adding that the United States Government believed it to be necessary to limit and control the cultivation of the opium poppy in order to suppress drug addiction and the illicit drug traffic, and was prepared to co-operate with all nations in efforts to solve the problem. It expressed the hope that all opium-producing countries would be willing to participate in a conference, which was expected to be held after the war, for the purpose of drafting a suitable poppy-limitation convention, the preparation of which had been undertaken several years ago by the Opium Advisory Committee. In the hope of expediting and promoting agreement, the United States Government suggested that the proposed convention should contain certain provisions specified in eighteen points. The majority of these eighteen points correspond to Articles in the Preliminary Draft Convention prepared by the Advisory Committee in 1939, or to other proposals made by the Committee in this connection.

The reply from the Government of Afghanistan, dated November 11th, 1944, has been communicated to the Secretariat<sup>2</sup> and states

<sup>1</sup> The memorandum transmitted to Afghanistan is included in document C.34.M.34.1945.XI (O.C.1809).

<sup>2</sup> Document C.34.M.34.1945.XI (O.C.1809).

that the Council of Ministers had adopted a resolution to the effect that the cultivation of opium be prohibited in Afghanistan as from the beginning of the year 1324 (March 21st, 1945). Replies have also been received from the Governments of China, Mexico, Turkey and the Soviet Union.<sup>1</sup>

(b) *The Limitation and Control of the Cultivation and Harvesting of Coca Leaves.*

Simultaneously with its preparatory work for the limitation of opium production, the Opium Advisory Committee began preparatory work with a view to the limitation of the production and harvesting of coca leaves, and a certain amount of information was obtained from Governments. In 1936, however, the Committee decided to adjourn this question to a later date, though it was of opinion that the preliminary enquiries should be continued. The reason for this decision was that, whereas in the case of the opium poppy the control of cultivation was regarded as an urgent necessity, control of the cultivation and harvesting of the coca leaf was unlikely to be applicable in the near future on account of the special circumstances attaching to its production.

The question was re-opened by the Government of Colombia, which stated, in its Annual Report for 1939,<sup>2</sup> that, in its country, the problem of drug addiction was that of the eating of coca leaves. It had itself introduced measures of a general character to prevent the extension of this social evil, but it considered that, in addition, international action should be taken to facilitate its eradication. The Government therefore suggested an enquiry by the competent technical organ of the League of Nations into the desirability of preparing an international convention, similar to that which was proposed for opium, to limit the cultivation of the coca leaf to what was strictly necessary to meet the world's medical needs. If this suggestion were accepted, Colombia's collaboration was guaranteed in advance. In view, however, of international events, it was not possible for the Advisory Committee to resume the work on this question.

<sup>1</sup> These replies are incorporated in document C.34(a).M.34(a).1945.XI (O.C. 1809(a)).

<sup>2</sup> Document C.139.M.127.1940.XI (O.C./A.R.1939/47).

### 7. *International Trade.*

The war-time interruption and dislocation of international communications necessarily affected the international trade to a considerable degree. While some exporting countries were unable to spare supplies for their regular customers, others were deprived of the possibility of exporting. Faced with an imperative need for drugs, countries had to endeavour to obtain them from new sources and through new channels.

This situation entailed certain risks for the effective application of the import authorisation and export certificate system, but, as far as is known at present, these risks did not materialise. At times it was uncertain whether the central authorities of countries then under Axis occupation or domination were still functioning and, in certain cases, communication with them was impossible. For urgent relief purposes, exports had sometimes to be allowed without the production of the regular import certificates from the competent authorities. It was essential that normal conditions should be restored as early as possible and, in a circular letter to Governments dated June 13th, 1945,<sup>1</sup> in which he pointed out that it was more necessary than ever that the international trade in drugs should be subjected to rigorous control, the Acting Secretary-General drew the attention of Governments to the importance of strict compliance with the provisions of the Opium Convention of 1925 as regards the application of the system of import certificates and export authorisations.

### 8. *Illicit Traffic.*

The war has had important repercussions on the channels, trends and extent of both the international and internal illicit traffic. The information now at the disposal of the Secretariat is not sufficient for it to make a detailed study of the situation, but certain facts emerge from the available data. There is no doubt that international traffic in manufactured drugs has decreased materially, the obvious explanation being the absence or scarcity of sea and international railway communications and the much stricter control at frontiers and ports during the war.

During the years immediately preceding the war, the regions in which the international illicit traffic found its principal sources

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<sup>1</sup> C.L.5.1945.XI.

were situated in the Balkan countries and the Near, Middle and Far East. The Balkan countries were soon engulfed in war, and became parts of the so-called Axis New Order, with the result that traffickers elsewhere were unable to draw upon them as sources of supplies. The extent to which illicit traffic in Continental Europe was carried on from the Balkans is unknown. In the Far East, Japanese occupation included a great part of China and extended to other countries, and no information is available except from China. Here the National Government at Chungking continued its campaign against the drug evil. In a public statement on June 3rd, 1940, Generalissimo Chiang Kai-Shek remarked that some people had feared that the war with Japan would postpone the execution of the six-year programme of opium suppression. "The Government"—he went on—"had never such a mind as to change its outstanding policy. To fight against Japan is to struggle for the existence of the nation : to fight against opium is to rehabilitate the health of the people. Both of them are so important and so urgent that it is impossible for the Government to cope with the one and put the other aside." In the regions under the National Government's control, poppy cultivation and raw-opium production were prohibited, and effective measures taken against illicit cultivation, opium-smoking and drug addiction. In regions under Japanese occupation, poppy cultivation was, according to reports transmitted by the Chinese Government, not only encouraged, but forced on the people ; opium-smoking and drug addiction were also encouraged and drugs manufactured to supply addicts.

The principal sources of illicit traffic seem to have been in the Near and Middle East and in Central America. Seizure reports received point to a continuing traffic into the United States of America and the United Kingdom in Iranian raw opium, partly in "sticks" bearing revenue labels of the Iranian Opium Monopoly. This stick opium was also found in the illicit traffic in India and Egypt. In the latter country, the incoming illicit traffic in manufactured drugs almost ceased, but the danger from opium and hashish coming from other Near-Eastern countries increased. With the cessation of maritime traffic from Japan, the main problems in the United States of America were caused by Iranian opium coming in by ship, and by raw and prepared opium and marihuana (Indian hemp) from Mexico.

The following are extracts from the Annual Report of the United States of America for 1943 :<sup>1</sup>

“ The ease with which raw opium may be obtained in Iran for smuggling to the United States has been causing so much concern that this Government, on April 7th, 1943, made representations to the Iranian Government urging that it devise means to protect, collect and control the 1943 opium crop and to combat effectively the illicit traffic in opium.

“ . . . . .

“ With the cutting off of Southern Europe and the Far East as sources of supply of raw opium, Iran, Mexico and India, in the order named, where opium is cheap and freely available to illicit traffickers, have displaced China, Yugoslavia and Italy as the major bases for opium-smuggling operations to the United States.”

The situation in Egypt was described as follows by the Director of the Central Narcotics Intelligence Bureau, Cairo, in his Report for 1941 :<sup>2</sup>

“ War restriction of shipping has again reduced to very small quantities the smuggling of foreign-made white drugs such as heroin. The principal drugs imported are now hashish and opium, all of which come to us from or through Syria.”

In the Introduction to his Report for 1943, the Director of the Central Narcotics Intelligence Bureau, Cairo,<sup>3</sup> stated that its outstanding feature was undoubtedly the account it gave of the second hashish destruction campaign in Syria and the Lebanon. This had resulted in the destruction of hashish cultivation which would have produced 125 tons of drugs destined to be smuggled into Egypt. The Egyptian authorities throughout the year had kept up a lively fight against drug traffickers, and 2,049 kg. of hashish and 687 kg. of opium were seized, but, in all probability, large quantities got through often under cover of military uniforms and military transport. It is clear from the high prices ruling at the date of the report

<sup>1</sup> Document C.18.M.18.1944.XI (O.C./A.R.1943/3).

<sup>2</sup> Document C.3(a).M.3(a).1943.XI (O.C./A.R.1941/44(a)).

<sup>3</sup> The Report for 1942 has not yet been received in the Secretariat. As one copy only of the 1943 Report has been received, it has not yet been possible to communicate it to Governments.

—namely, £E100 per kilogramme for hashish and £E120 per kilogramme for opium—that the combined efforts of the Egyptian Government, the Palestine police and the French authorities in Syria and the Lebanon, had so raised the cost of these noxious drugs as to put them beyond the reach of the majority of Egypt's peasantry. It is therefore of the utmost importance that Government forces should be ready, when the time comes, to repel the new attack by dealers in heroin and other white drugs which will undoubtedly follow the end of the war.

Turning from the international to the internal traffic, it should be pointed out that smugglers, seeing their supplies from former sources dwindling, had recourse to various stratagems to divert drugs from the licit to the illicit market. The means employed were robberies, thefts, falsifications of prescriptions and corruption of persons authorised to prescribe or handle drugs. In the United States of America, the authorities issued instructions to all those legally in possession of drugs urging special measures to protect their supplies.

The above is no more than an indication of certain developments brought to light by the limited information available to the Secretariat. The international illicit traffic, as is shown above, has undergone certain important changes due to war conditions, and the traffickers have been seriously hampered in their activities by military control and by difficulties connected with international transportation. There is no reason to believe that traffickers have abandoned their nefarious trade. They are only waiting for more favourable opportunities which may come with the return to less abnormal conditions. There are no grounds for complacency. On the contrary, it is in every way essential that the campaign against illicit traffic should be continued and that a careful watch should be kept for every sign of the resumption of illicit traffic.

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The international drug administration has now functioned since 1921. It has proved capable of regulating a small, but not unimportant, economic activity throughout the world in the interests of humanity as a whole. Its most essential activities have continued during the war and the organisation and its machinery remain intact.

### 3. SOCIAL QUESTIONS

At the end of 1939, a number of activities were in progress in accordance with the programme drawn up by the organs of the League and, in particular, by the Advisory Committee on Social Questions. This work related, more especially, to problems concerning the legal and moral protection of women and children and other cognate matters.

In addition to studies and enquiries, the work in these domains consisted, in the first place, in the examination of the situation with regard to the application of existing international conventions (several of which had been concluded under the League's auspices) relating to the traffic in women and children and the suppression of the circulation of and traffic in obscene publications.

The Secretariat, moreover, collected and distributed information regarding child and family welfare measures in different countries, whilst the Child Welfare Information Centre, attached to the Social Questions Section, published the texts of the more important laws and administrative measures.

Certain of these studies, enquiries and publications related to problems which cannot be satisfactorily solved except by international co-operation; others concerned problems which each country must settle for itself, but the solution of which is facilitated by the exchange of ideas and the pooling of experience and results.

At its last session, held in 1939 shortly before the outbreak of the war in Europe, there were a number of questions on the Advisory Committee's agenda.

With regard to the traffic in women and children, these included consideration of the enquiry into measures for the prevention of prostitution. The drafting of the study on this subject was almost complete and the Committee was to give instructions for its publication.

The Committee also considered at this session the question of the establishment in the Far East of a League of Nations Bureau with a view to assisting Far-Eastern countries in their efforts to put down the traffic. In view, however, of the situation then prevailing in the Far East, the Committee considered it inadvisable to proceed with its examination of the question for the time being, though it hoped to be able to work out a practical solution later.

Though the question was not on the agenda at that session, it may be recalled that the Committee had framed a draft convention for suppressing the exploitation of the prostitution of others and that the question of the summoning of an international conference on the subject has remained in abeyance.

The Advisory Committee's programme also included the examination of questions relating to child welfare.

Following the publication of a report on the legal position of the unmarried mother and the illegitimate child,<sup>1</sup> the Committee turned its attention to the social aspect of the problem. By 1939, the preparation of a second study, dealing with this side of the question, had reached an advanced stage and its publication might have been expected shortly.

On the other hand, the collection of documentary material regarding the principles adopted in the organisation and administration of welfare work among the young, including social assistance, had only just begun.

The position was the same with regard to the gathering of material on the training of persons engaged in social work, which the Advisory Committee wished to be in a position to place at the disposal of Governments and private associations.

The various problems arising out of family desertion had occupied the Advisory Committee's attention for a number of years. In 1939, a sub-committee was set up to consider the salient points of the problem and make proposals for its further investigation.

Finally, the Committee decided to include in its agenda consideration of the question of "Mui Tsai".

During the war, the restrictions on means of communication rendered personal contacts and even correspondence very difficult, if not impossible; the Advisory Committee and the committees of enquiry were unable to meet; and the Secretariat was reduced by resignations and cuts in staff. All work in connection with studies and investigations had therefore to be suspended.

Nevertheless, with the approval of the members of the Advisory Committee whom it had been possible to consult, publication of the Report on the Prevention of Prostitution<sup>2</sup> was proceeded with. The greater part of the report had been approved by the

<sup>1</sup> Document C.70.M.24.1939.IV.

<sup>2</sup> Document C.26.M.26.1943.IV.

Committee at its 1939 session. It supplements the studies published in 1938 and 1939 on the rehabilitation of prostitutes.<sup>1</sup>

The documentary material concerning the traffic in women and children and child welfare has, as far as possible, been kept up to date. Several Governments have continued to transmit their annual reports on these questions and on the circulation of and traffic in obscene publications, and summaries of their reports have been published regularly.<sup>2</sup>

General supervision over the execution of agreements with regard to the traffic in women and children was entrusted to the League of Nations under Article 23 (c) of the Covenant. The League's disappearance, it would seem, must not interrupt such supervision or put an end to the work of developing international co-operation in child welfare matters.

#### 4. SLAVERY

The Advisory Committee of Experts on Slavery was set up under an Assembly Resolution dated October 12th, 1932, to examine the documents transmitted by Governments regarding measures taken with a view to the total abolition of the slave trade and of slavery in its different forms. The Committee was to study the facts and institutions mentioned in Article 1 of the 1926 Slavery Convention,<sup>3</sup> to examine their role in the social system and, lastly, to study the means of gradually abolishing them or of causing them to develop in such a way as to deprive them of any objectionable features.

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<sup>1</sup> *Prostitutes, Their Early Lives* (document C.218.M.120.1938.IV); *Social Services and Venereal Diseases* (document C.6.M.5.1938.IV); *Methods for the Rehabilitation of Adult Prostitutes* (document C.83.M.43.1939.IV).

<sup>2</sup> Traffic in Women and Children : Documents C.28.M.25.1940.IV, C.35.M.32.1941.IV and Addendum, C.75.M.75.1942.IV, C.33.M.33.1943.IV, C.65.M.65.1944.IV and C.112.M.112.1945.IV.

Obscene Publications : Documents C.27.M.24.1940.IV, C.73.M.70.1941.IV, C.69.M.69.1942.IV, C.32.M.32.1943.IV, C.64.M.64.1944.IV and C.113.M.113.1945.IV.

Child Welfare : Documents C.41.M.37.1940.IV, C.15.M.15.1942.IV, C.12.M.12.1943.IV and C.8.M.8.1945.IV.

<sup>3</sup> For the purpose of the Convention, the following definitions are agreed upon :

“(1) Slavery is the status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised.

“(2) The slave trade includes all acts involved in the capture, acquisition or disposal of a person with intent to reduce him to slavery ; all acts involved in the acquisition of a slave with a view to selling or exchanging him ; all acts of disposal by sale or exchange of a slave acquired with a view to being sold or exchanged, and, in general, every act of trade or transport in slaves.”

Since 1933, the Committee has held five sessions, the last in April 1938. According to the report<sup>1</sup> which it then presented to the Council and which the latter examined on May 11th, 1938,<sup>2</sup> slavery and the slave trade were on the point of disappearing completely and continuous progress was being made regarding the solution of the problems which presented themselves in certain countries in connection with other institutions or customs resembling slavery to a greater or lesser degree.

In the same report, the Committee made a number of suggestions with a view to obtaining further light on points arising in the documents supplied by Governments and expressed the hope — in which the Council concurred — that the Governments would continue to supply information as full and as accurate as possible, in accordance with Article 7 of the 1926 Convention<sup>3</sup> and the various Assembly resolutions.<sup>4</sup> A number of Governments responded to the desire thus expressed and communications from them were received subsequent to the Committee's session in 1938 and even during the war.

##### 5. INTERNATIONAL ASSISTANCE TO REFUGEES

1. The resolution adopted at the nineteenth session of the Assembly (September 1938)<sup>5</sup> gave fresh impetus to international assistance to refugees. The organs which had hitherto been responsible for the legal protection of the various categories of refugees were unified and, in place of the Nansen International Office and the Office of the High Commissioner for Refugees coming from Germany, there was henceforth a High Commissioner of the League of Nations. Among the functions assigned to the High Commissioner were the provision for political and legal protection of refugees ; the superintendence of the entry into force and of the application

<sup>1</sup> Document C.112.M.98.1938.VI.

<sup>2</sup> See Minutes of Hundred-and-first Session of the Council, page 313, and Report on the Work of the League for 1937/38, Part I, document A.6.1938, pages 59-60.

<sup>3</sup> The Slavery Convention of September 25th, 1926, Article 7 :

"The High Contracting Parties undertake to communicate to each other and to the Secretary-General of the League of Nations any laws and regulations which they may enact with a view to the application of the provisions of the present Convention."

<sup>4</sup> See in particular the resolution of October 12th, 1932, in which the Assembly expresses the hope that "the organs of the League will be kept informed of the measures which the Governments continue to take for the total abolition of the slave trade and of slavery in its different forms".

<sup>5</sup> See *Official Journal of the League of Nations*, Special Supplement No. 182, page 26.

of the legal status of refugees ; the co-ordination of humanitarian assistance and assistance to the Governments and private organisations in their efforts to promote immigration and permanent settlement. Sir Herbert Emerson was appointed High Commissioner. He was instructed to keep in close touch with the Governments concerned and with the competent official bodies and to maintain relations with the Intergovernmental Committee on Refugees in London. He was further instructed to establish contact with private organisations dealing with refugee questions.

An account of the activities of the High Commissioner previous to the war was given in the report which he submitted to the Assembly in August 1939,<sup>1</sup> and he has since regularly transmitted to the Secretariat annual reports which were distributed from Geneva to States Members of the League.<sup>2</sup> A prominent feature of the work of the High Commissioner has been his close collaboration with intergovernmental organisations and with voluntary agencies engaged in work for refugees. The association with the Intergovernmental Committee on Refugees, which was established at the Conference held at Evian in July 1938, has been particularly intimate as, early in 1939, Sir Herbert Emerson was invited to become Honorary Director of the Committee and has since continuously held the chief executive office of that organisation. With the spread of the area affected by the war, there has been a large increase both in the number and in the categories of refugees, and the High Commissioner, believing that it would not be the wish of the Assembly that he should rigidly limit his activities to the terms of the mandate, concerned himself with various aspects of the problem. This became part of his regular functions in his other capacity when, in August 1943, the Intergovernmental Committee on Refugees was reorganised and its mandate, which until then had only included refugees from "Greater Germany", was greatly extended.<sup>3</sup>

2. Following the occupation of the greater part of Europe by the Axis Powers, and the severance of communications, direct contact between the High Commissioner and the countries giving asylum to the largest colonies of Nansen refugees was inter-

<sup>1</sup> See document A.18/(a).1939.XII.

<sup>2</sup> See documents C.63.M.56.1940.XII, C.7.M.7.1941.XII, C.25.M.25.1942.XII, C.19.M.19.1943.XII, C.23.M.23.1944.XII, C.79.M.79.1945.XII.

<sup>3</sup> Document C.23.M.23.1944.XII.

rupted for nearly four years. His assistance was limited to the few who were in Switzerland and Turkey. Soon after the liberation of France and Belgium, the High Commissioner, with Dr. Kullmann, Deputy High Commissioner, visited those countries and, at the request of the Governments, the system of protection in force before the war was restored. In France, the Franco-Belgian Agreement of 1928<sup>1</sup> was again put into force, so that quasi-consular powers could be given by decree to the newly-appointed representative of the High Commission. The Nansen stamp was maintained, and the receipts from it will again be credited to the High Commissioner's Humanitarian Account. The so-called "Central Offices" for Russian and Armenian refugees were also reconstituted, and placed under the joint control of the French Foreign Office and the High Commission. In Belgium, too, a representative was again appointed at the request of the Government and was given quasi-consular functions. As might be expected, the war has created new difficulties for these refugees, and there are many directions in which they require assistance and legal protection, and these are being given efficiently by the High Commissioner through his representatives. While, on the whole, the repatriation of workers and deportees of French or Belgian Nansen status has gone smoothly, there are numerous persons who will need fresh documents before being able to regain their status under the regime of the 1933 Convention.<sup>2</sup> There is also an influx of Nansen refugees from Central-European countries to be dealt with. Others who were displaced within the country at the time of occupation and were living either in hiding or with the Resistance also need fresh papers. In brief, the High Commissioner thinks that the disturbances brought about by the war make the continuation of the functioning of legal and political protection by an International Refugee Authority more necessary than ever. It must also, in his view, be borne in mind that, with the suspension of the ordinary naturalisation procedure in most of the countries, owing to unstable economic conditions, the normal process of absorption has practically come to a standstill.

3. The severance of communications with most countries on the Continent seriously affected the work of the High Commissioner

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<sup>1</sup> *Treaty Series*, Vol. XCIII, page 377, and document C.32.M.32.1944.XII.

<sup>2</sup> *Treaty Series*, Vol. CLIX, page 199, and Circular Letter 10.1944.XII.

in regard also to refugees from "Greater Germany", but not to the same extent as in the case of the Nansen refugees. There were many German and Austrian refugees outside Europe who had not been permanently settled and who were in need of immediate help. During the early years of the war, it was still sometimes possible to give indirect assistance to those inside Europe. Thus, every effort was made to keep the Western-European exit door open as long as possible, notably via Spain and Portugal, and the Deputy High Commissioner undertook a mission to Lisbon for that purpose in 1941. As soon as the wave of racial persecution was extended to the Low Countries and France, efforts were made to encourage the neighbouring escape countries—Switzerland and Spain—to admit liberally refugees crossing the border without exit and entry permits. As regards Spain, which remained open towards the west, evacuation was encouraged in every way, so as to avoid a bottleneck which might have led to the closing of the Pyrenees border. In the South-East of Europe, the High Commission, in collaboration with Governmental agencies and voluntary bodies, made every effort to facilitate evacuation from the south-eastern subjugated countries via Turkey to Palestine.

At the beginning of the war, there were approximately 60,000 German and Austrian refugees in the United Kingdom. Many of them had been admitted on the guarantee of voluntary organisations that their maintenance would not be a charge on public funds; but, with the outbreak of war, their entire maintenance from private sources became impracticable, and the Government of the United Kingdom agreed to assist through a system of grants made to private committees. A Committee was established for the purpose of administering these grants, and the High Commissioner was invited to become its Chairman, an office which he still holds. This work brought him into very close and friendly relations with a number of voluntary organisations, and gave him first-hand knowledge of many refugee problems. Again, following the German victories in 1940, it was necessary for the British Government to intern, as a precautionary measure, many thousands of German and Austrian refugees. The High Commissioner was consulted regarding the principles that should govern their release and he took an active part in securing the freedom of a large number of individuals. Similar measures of internment were taken in other countries outside Europe, and they involved interventions by the High

Commissioner on behalf of individuals. Many other questions arose throughout the war, so that, although the amount of work varied from time to time, there was continuous need and opportunity for the High Commissioner to provide for the political and legal protection of this category of refugees. A civil documents service was set up by the High Commission to enable refugees to secure, through neutral channels, civil documents required either for their re-emigration overseas or for acts of civil life (birth certificates, Court decisions regarding guardianship, death certificates, so-called "Lebensbescheinigungen", divorce decrees, etc.). Persons denationalised by individual decision of the German Government were provided with denationalisation certificates. In respect of persons living in the United Kingdom who were close relatives of refugees stranded in Switzerland, a transfer scheme was negotiated between the British Treasury and the Federal Government for the purposes of remittances, and is operated under the High Commissioner's auspices. Similar arrangements, though less elaborate, were made in regard to refugees in unoccupied France, the Iberian Peninsula and Sweden.

The scope of the work increased as European countries were liberated and, with the end of the war, there is a very large volume of work relating both to immediate problems and to future plans. Some of these involve expenditure on measures of relief and come within the scope of the Intergovernmental Committee on Refugees; others are best dealt with by the High Commission, whilst some are of common interest to both agencies. Indeed, in regard to refugees from "Greater Germany", it would be difficult, even if it were profitable, to attempt to make a hard-and-fast division of functions. Fortunately, this is unnecessary. The important point is that machinery exists for dealing with this particular group of refugees.

4. In the High Commissioner's opinion, experience during the war has shown that the legal and administrative protection of refugees, which is a creation of the League of Nations and constitutes one of the main functions of the High Commission, is vital to their interests, and that, quite apart from the question of expenditure on physical relief, it must remain a fundamental responsibility of any intergovernmental refugee authority. In his view, the short period that has elapsed since the end of the European war has already shown that both the need and the scope for protection will be greater than ever. Whatever form the Refugee Authority

may take, the High Commissioner deems it essential that it should assume responsibility for legal and administrative protection, and that there should be no interruption, even temporarily, in the assistance that is now available to refugees.

#### 6. SETTLEMENT OF THE ASSYRIANS OF IRAQ

Work in connection with the settlement in Syria of the Assyrians of Iraq, which had been in progress over a period of years, was completed in December 1941.

The history of this settlement provides an example of the difficulties inherent in every attempt, even on a small scale, to establish a permanent settlement of refugees.

These Assyrians, nearly all of them Christians, formed part of the Assyrian population which had taken refuge in Iraq during the upheavals occasioned in the Middle East by the first world war. They began to make efforts to leave Iraq in 1933, when the United Kingdom relinquished its mandate over that country. Their first attempt at emigration gave rise to incidents on the frontier between Iraq and Syria. Finally, the French authorities allowed the Assyrian refugees to enter the territory of Syria, but they admitted them only temporarily and quartered them in encampments in the Valley of the Khabur, whilst the Council of the League of Nations was endeavouring to find a State or a colony where they could settle in a permanent manner. The efforts of the Council having failed, the French Government agreed, in 1935, to create a permanent settlement for the Assyrian refugees in the Plain of the Ghab, with the financial participation of the States of the Levant under French mandate, the United Kingdom and Iraq. The Assembly of the League of Nations then voted a special contribution for the purpose of assisting in carrying out this plan, a step which it had never before taken in connection with any specific work of settlement. In 1936, the plan was abandoned, as the French Government pointed out that it was preparing to emancipate the States of the Levant from the mandate and that, in consequence, there were difficulties of a political nature which stood in the way of the settlement of the refugees in the Plain of the Ghab. Finally, in 1937, it was decided to convert the temporary settlement in the Valley of the Khabur into a permanent colony, with the financial participation of the United Kingdom, Iraq and the League of Nations. The execution

of the plan was placed in the hands of the Trustee Board, an autonomous organisation which had been given legal status and was co-operating with the French mandatory authorities at Beirut. The functions of this Board ceased finally in January 1942, the settlement plan having, at that date, been completely carried out.

This gives some idea of the difficulties that had to be overcome in order to bring about the settlement of a few thousand refugees belonging, it is true, to a population group which had practically no connection and no affinity with any other people. In their favour there was, however, the fact that the United Kingdom felt a certain responsibility towards a minority of which it had assumed the charge when exercising its mandate in Iraq. The latter country also desired to help to find a permanent settlement elsewhere for those members of this minority who wished to leave its territory. France, the mandatory Power in Syria — notwithstanding the difficulties that were entailed for her by an immigration she did not desire — and the other Members of the League of Nations, also prompted by feelings of humanity, associated their efforts with those of the United Kingdom and of Iraq in order to find a satisfactory solution.

At the present time, whilst some 20,000 Assyrians have remained in the north of Iraq, where they form a Christian minority, the 9,000 or so who emigrated to Syria have acquired Syrian nationality.

Before that nationality was granted to them, they were settled on a permanent basis, thanks to the financial aid provided for in the settlement plan. They have been given land, agricultural equipment, and live-stock in so far as what they had brought with them from Iraq was insufficient. They have been settled in thirty-three villages, which form an administrative unit, and nearly every one of which has its own church (twenty-seven Nestorian churches and four Catholic churches). The settlement has, in addition, been provided with sixteen schools and also, from the outset, with a hospital, in order to improve the health situation and, in particular, to combat malaria.

In accordance with the undertakings which they had given with regard to the sharing of the cost, the Governments of the United Kingdom and of Iraq each contributed 1,514,885.90 Swiss francs and the League of Nations 525,465.85 Swiss francs, the total expenditure in the work of settlement having amounted to 3,555,235.65 Swiss francs.

## 7. TECHNICAL COLLABORATION BETWEEN THE LEAGUE OF NATIONS AND CHINA

Technical collaboration with China was continued until the end of 1940. It was then discontinued, with the agreement of the Chinese Government, owing to the financial situation of the League.

### (a) *Anti-epidemic Work.*

According to the plan drawn up by the Epidemic Commission<sup>1</sup> in 1939, the League experts were regarded as advisers placed at the disposal of the Chinese Government, which henceforth assumed entire responsibility for all anti-epidemic measures. Whilst continuing to serve in their advisory capacity, these experts, whose number had been reduced to four in the course of 1939, undertook, at the request of the Chinese Government, the investigation of a number of subjects such as malaria in Chungking, the organisation of health services in Kweichow, the epidemiological situation along the road from Kunming to Chengtu and the Burma road, the danger to China resulting from the appearance of plague in Burma and the north of Thailand, the health situation in Szechwan, and cholera in Central China.

In the course of 1939, the Secretariat arranged for medicaments and laboratory equipment to a value of more than 300,000 Swiss francs to be sent from Europe to China, and purchases of medicaments, to an amount exceeding 160,000 Chinese dollars, were made in China itself. Finally, more than 60,000 Swiss francs were expended on the transport of experts and material to the interior of the country.

Thanks to the credit voted by the Assembly at its twentieth session (December 1939), the anti-epidemic activities could be continued throughout 1940. Their scope was, however, considerably reduced as compared with previous years in consequence of the Chinese Government's desire for the extension of technical collaboration in the field of communications, and of the turn taken by international events.

Thus, under the plan worked out in conjunction with the Chinese Government, the Epidemic Commission was abolished as from the end of 1939, and only the contracts of two medical experts were extended into 1940.

<sup>1</sup> This Commission consisted of experts who had directed the work of the medical units in 1938, and a representative of the Chinese health authorities.

Of the two experts mentioned above—who were assisted by auxiliary staff locally recruited but paid by the League of Nations—one worked in close collaboration with the National Health Administration in Chungking and made tours of inspection in various parts of China. His responsibilities included the organisation of laboratories, supervision of the Chungking water supply, anti-cholera work in Szechwan and the combating of plague in Yunnan. The other expert, who was stationed at Kweiyang, devoted himself to bacteriological and serological research.

The first of these experts was further responsible for the local administration and control of the League funds made available for technical collaboration as well as for the League's stores in China and in particular for its vehicles.

For the purpose of taking over material for technical collaboration despatched from Europe and forwarding it into the interior of China, an office was established at Hanoi and continued in operation until March 1940, when the despatch of consignments was discontinued and activities in China were generally reduced. Even after the office was closed, however, its manager was retained as correspondent of the League of Nations to wind up certain activities, and he continued to act in that capacity until the beginning of 1941.

(b) *Other Aspects of Technical Collaboration in 1939 and 1940.*

In its suggestions regarding technical collaboration in 1940, the Chinese Government, as has been mentioned above, expressed a desire that the main development should be in the field of communications. With this end in view, it asked for the appointment of a number of engineers, including experts in hydraulics and road construction.

A variety of circumstances, and more especially political and military events in Europe, prevented more than a partial fulfilment of the plans which had been prepared for the despatch of engineers to China. It was not until May 1940 that it was found possible to appoint an engineer specialising in the improvement of waterways. During his stay in China, this expert, at the request of the national authorities, worked out schemes for increasing the navigability of waterways and improving irrigation in the Yang-Tze-Kiang Basin, particularly in the province of Szechwan. For the reasons above mentioned, efforts to secure the services of a road-building expert came to nothing.

Furthermore, the expert on agricultural co-operative societies, who had worked in close collaboration with the competent Chinese authorities until the end of 1939, was then obliged to return to Europe.

(c) *Liquidation.*

Towards the end of 1940, it became increasingly clear that the development of the international situation would soon make the continuance of technical collaboration with China very difficult, if not impossible. Regular contact with the experts had become almost impossible to maintain ; letters and telegrams were no longer arriving or were considerably delayed. Almost insuperable difficulties also began to arise with regard to the administration of funds. Moreover, an increasingly drastic policy of budgetary retrenchment became unavoidable.

In these circumstances, the Acting Secretary-General, after an interview with the Chinese Minister in Berne, found himself obliged to decide that the work of technical collaboration with China should be discontinued as from January 1st, 1941. He conveyed this decision to the Chinese Government and also informed the experts in China and the correspondent at Hanoi, while at the same time notifying them of the termination of their appointments as from December 31st, 1940.<sup>1</sup>

On December 9th, 1940, the Chinese Minister for Foreign Affairs telegraphed to the Acting Secretary-General that the Chinese Government, being fully aware of the League's financial difficulties, agreed as a temporary measure to accept the termination of the experts' appointments. In the hope, however, that the " stormy season " would soon be over, it reserved its right to make proposals for the revival of the collaboration scheme at the appropriate time.<sup>2</sup>

<sup>1</sup> These appointments were, however, extended until January 31st, 1941, so as to give the Chinese authorities time to adapt their activities to the new situation and to enable the experts to complete the winding-up process satisfactorily.

<sup>2</sup> As decided, the experts duly proceeded with the winding-up of their activities and the disposal of supplies. When the plans for collaboration in anti-epidemic work were framed, it had been agreed that the supplies placed by the League of Nations at its experts' disposal were, on the completion of their work, to become the property of the Chinese Government. Supplies of all kinds, therefore, had already been handed over to the Chinese authorities when the anti-epidemic units were dissolved and, when the work of collaboration was finally wound up, the expert responsible for the despatch of current business in that connection transferred a further considerable quantity of equipment and supplies of all kinds, more particularly to the Chinese National Health Administration. This comprised medicines, laboratory equipment, office supplies, etc., as well as dozen motorcars and lorries with all accessories and a stock of spare parts.

### III. MANDATES

The Permanent Mandates Commission has not met since 1940 and the Council has not examined the Commission's reports on the work done at its sessions in June and December 1939 (thirty-sixth and thirty-seventh sessions).

At its thirty-sixth session, the Commission examined the annual reports of the mandatory Powers on the administration of the following territories : Palestine and Transjordan (1938), Syria and Lebanon (1938), Togoland under French Mandate (1938), South West Africa (1938), New Guinea (1937/38), Nauru (1938). It also considered a number of petitions relating to Palestine, Syria and Lebanon.<sup>1</sup> In addition, following the discussions in the Council on January 17th and May 22nd, 1939, the Commission, with the assistance of the British Secretary of State for the Colonies, considered the policy laid down by the mandatory Power in the document entitled : "Palestine : Statement of Policy", issued in May 1939.<sup>2</sup>

The Commission held its thirty-seventh session at Geneva in December 1939. The Minutes of this session, including the Commission's report to the Council,<sup>3</sup> together with the annual reports of the mandatory Powers examined during that session, were communicated to the Council and the Members of the League of Nations on April 5th, 1940.<sup>4</sup>

In its report to the Council, the Commission made a number of observations regarding the administration of the following territories : the Cameroons under British Mandate (1938), the Cameroons

<sup>1</sup> The Minutes of the thirty-sixth session of the Permanent Mandates Commission, including the Commission's report to the Council (document C.170.M.100. 1939.VI), together with the annual reports of the mandatory Powers examined at that session, were communicated to the Council on August 17th and to the States Members of the League of Nations on August 19th, 1939 (document C.232.M.158. 1939.VI). A summary of the work of the session was published in the Report on the Work of the League of Nations, July-November 1939, submitted to the Assembly in 1939 (document A.6(a).1939, pages 12-16).

<sup>2</sup> Document C.163.M.96.1939.VI.

<sup>3</sup> Document C.7.M.5.1940.VI.

<sup>4</sup> Document C.49.M.45.1940.VI.

under French Mandate (1938), Tanganyika Territory (1938), Ruanda-Urundi (1938), Togoland under British Mandate (1938), and Western Samoa (1938/39). It also considered a petition relating to Palestine.

COMMUNICATIONS RECEIVED FROM THE MANDATORY POWERS  
AND WORK OF THE SECRETARIAT SINCE 1940

1. With a letter dated February 28th, 1940, the Government of the United Kingdom transmitted to the Secretary-General the following documents relating to the sale of land in Palestine :

- (a) Regulations under Article 16 D of the Palestine Orders-in-Council, 1922-1939 ;
- (b) Statement explanatory of the Palestine Land Transfers Regulations ;
- (c) Memorandum by the United Kingdom Government.

These documents were communicated to the Council, to the Permanent Mandates Commission and to the Members of the League on March 7th, 1940 (document C.36.M.32.1940.VI).

In its letter, the United Kingdom Government recalled that, for reasons connected with the international situation, the Council had not been able to consider the Mandates Commission's report on its thirty-sixth session. In the meantime, one point referred to in that report—namely, the question of the sale of land in Palestine—had called for urgent action and, in these circumstances, the mandatory Government had decided to authorise the issue of Regulations for the sale of land, as contemplated by the "Statement of Policy" of May 1939.<sup>1</sup> The Government held that this action was in no way inconsistent with the provisions of the mandate. But in the circumstances described, it thought it right to inform the Members of the Council of the position, in case any Member of the Council should wish to ask that the Council should be convened to discuss it.

2. Since 1940, a number of annual reports from mandatory Powers on the administration of mandated territories have been received by the Secretariat and transmitted to the members of the

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<sup>1</sup> The Regulations provided for the delimitation of zones in which land sales from Arabs to Jews would, at any rate for the moment, be restricted, prohibited or remain free, respectively.

Mandates Commission. These reports concern the following territories :

*The Islands under Japanese Mandate*, for 1938 ;

*Nauru* (under Mandate of the British Empire), for 1939 ;

*Western Samoa* (under New Zealand Mandate), for 1939/40 and 1940/41 ;

*South West Africa* (under South-African Mandate), for 1939.

The Secretariat has continued to keep up to date, as far as possible, information in respect of mandated territories coming both from official and from non-official sources. In addition to the above-mentioned annual reports, it has received official gazettes, the texts of laws and reports on various aspects of the administration of these territories, such as public finance, trade, public health, agriculture, etc. These documents have been transmitted to those members of the Mandates Commission with whom correspondence was possible.

3. The Report on the Work of the League of Nations, 1942-1943, included summaries of various communications received in 1941 and 1943 from General de Gaulle or the French National Committee concerning Syria and Lebanon.<sup>1</sup>

4. In April 1945, at the time when the principles for the administration of non-autonomous territories and the system of international trusteeship, since incorporated in the United Nations Charter, were under discussion, the Secretariat published a study on the Mandates system.<sup>2</sup>

Chapter I briefly retraces the historical background, the genesis and the establishment of the system of " tutelage " created in virtue of Article 22 of the Covenant. Chapter II analyses the fundamental principles of the mandatory system and the methods adopted for the application of those principles, as defined in the provisions of the mandate " Charters ". Chapter III describes the way in which supervision of the mandatory administration is exercised by the League of Nations, the powers, duties and procedure of the organs of the League in regard to mandates, the sources of information and the means of supervision placed at their disposal and, in particular, the role and work of the Mandates Commission. Chapter IV

<sup>1</sup> Document C.25.M.25.1943, pages 76-78.

<sup>2</sup> *The Mandates System: Origin-Principles-Application* (Ser. L.o.N. P. 1945. VI. A.1, 120 pages).

is devoted to the question of the moral, social and material welfare of the natives. The last chapter, which is entitled "The population of the mandated territories", summarises the demographic data furnished in the annual reports of the mandatory Powers and statistical tables are given concerning the numerical development of the populations, birth rates and death rates, etc., so far as these can be computed approximately on the basis of such data.

#### IV. INTELLECTUAL CO-OPERATION

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The report and the resolutions adopted by the International Committee on Intellectual Co-operation during the session held in the summer of 1939 furnish evidence of the scope and variety of the work done by the Intellectual Co-operation Organisation before the war.<sup>1</sup> The mere enumeration of the following subjects will suffice :

- (1) Work of the Permanent Committee on Arts and Letters ; “Conversations” and “Correspondence” organised under the auspices of this Committee.
- (2) Scientific study of international relations ; International Studies Conference.
- (3) Study of social sciences.
- (4) Modern means of spreading information ; work of the Intellectual Co-operation Organisation in connection with wireless broadcasting and the cinematograph ; application of the Convention for facilitating the International Circulation of Films of an Educational Character.
- (5) Unemployment among intellectuals ; work of the International Bureau of University Statistics.
- (6) Educational problems ; work of the Standing Committee on Higher Education and of the Committee of the International Student Organisations.
- (7) Exact and experimental sciences ; diffusion of scientific knowledge.
- (8) Fine Arts ; work of the International Museums Office ; plan for an international travelling exhibition of contemporary art ; publication of a periodical survey of comparative legislation and international law in relation to art and archæology ; draft Convention for the Protection of National Collections of Art and History ; draft Convention for the Protection of Monuments and Works of Art in Time of War.

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<sup>1</sup> Document C.231.M.153.1939.XII. This document contains also extracts from the general report for 1939 of the Director of the International Institute of Intellectual Co-operation to the International Committee and to the Governing Body.

(9) Literature ; publication of the "Ibero-American Collection".

(10) Libraries ; exchange of publications ; photographic reproduction of documents and publications ; progressive development of the *Index Translationum*.

(11) Intellectual rights ; universal protection of authors' rights ; regulation of performers' rights.

(12) Work of the National Committees on Intellectual Co-operation ; first Conference of American National Committees on Intellectual Co-operation, held at Santiago, Chile, in January 1939 ; project for holding in 1940 a third General Conference of National Committees on Intellectual Co-operation.

The summer of 1939 witnessed also the last important meeting arranged by the Intellectual Co-operation Organisation—the twelfth session of the *Permanent International Studies Conference*, held at Bergen (Norway) from August 26th to 29th, 1939. For this session, which was devoted to a discussion on economic policies and peace, the basic documentary material comprised scientific studies of the economic policy of various countries, prepared by numerous national groups ; furthermore, several groups of experts had prepared studies on special problems : methods of indirect protectionism, international loans as instruments of foreign policy, exchange control, economic regionalism, international capital movements, etc.

In view of the imminence of war in Europe, the session at Bergen was cut short. The outbreak of hostilities did not, however, put an end to the activities of the Intellectual Co-operation Organisation.

In December 1939, the *Executive Committee* of the International Committee, which is responsible for supervising the organisation as a whole between the sessions and for seeing that the decisions of the Committee are carried out, held its twenty-ninth session at Geneva, and its report on this session was communicated in February 1940 to the chairmen of the National Committees on Intellectual Co-operation.<sup>1</sup>

*The International Act concerning Intellectual Co-operation*, signed at Paris on December 3rd, 1938, came into force on December 5th, 1939, having by that date been ratified by eight signatory States.

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<sup>1</sup> Document C.I.C.I./Com. Ex./110.

After the summer of 1940, the war interrupted nearly all the work of the Intellectual Co-operation organs in Europe. Intellectual co-operation was, however, maintained in America and the National Committees of that continent held their second Conference at Havana in November 1941.<sup>1</sup>

Although the *International Institute of Intellectual Co-operation* suspended its official activities after the occupation of Paris and did not resume them until after the liberation, certain work was nevertheless carried on in Paris during the years of occupation. The *International Museums Office* left its statutory seat in the premises of the Institute, but continued its work of documentation.<sup>2</sup> It prepared several publications which were issued immediately upon the termination of the occupation. Among them may be mentioned the English edition of two manuals previously published in French by the Office—the *Manual on the Preservation and Restoration of Paintings* and the *Technique of Archaeological Excavations*; two volumes (Nos. 49-50) of the review *Mouseion*;<sup>3</sup> the first number of a series entitled *International Problems of Art and Archaeology*, which comprises a certain number of studies on legal, administrative and technical problems respecting international relations in matters of art, archaeology and ethnology.<sup>4</sup>

Towards the end of 1944, the International Museums Office resumed its normal activities within the limits of the international relations then possible and of the funds at its disposal. In addition to its museographical work, the Office directs the work of the following organs : International Commission on Historical Monuments, International Centre of the Institutes of Archaeology and of the History of Art, International Commission on Folklore and Folk Art, International Centre of Studies on Architecture and Town-planning.

One study carried out by the Office calls for particular mention at the present time. It deals with the problem of the reconstitution

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<sup>1</sup> See *Report on the Work of the League, 1941-1942* (document C.35.M.35.1942, pages 63-65).

<sup>2</sup> *The Work of the International Museums Office and Associated Organisations during the Period June 1940 to January 1945*, by E. Foundoukidis.

<sup>3</sup> The first contains, *inter alia*, a study on the precautions taken in various countries to protect monuments and works of art during the second world war.

<sup>4</sup> Furthermore, two polyglot lexicons (Russian-French-English and Greek-French-English) of the technical terms used in Byzantine archaeology, liturgy and art were compiled. Byzantinists have long urged the need for such implements for their work.

in their entirety of the artistic and historical heritages of territories subjected to occupation during the war. As early as 1939 and 1940, the Office had devoted two volumes of its *Compendium of Comparative Legislation and International Law* to the question of the protection of national artistic and historical possessions and to that of "Monuments and Works of Art in War-time and in the Peace Treaties". The material thus assembled may be of great interest to national authorities desirous of recuperating works of art and historical documents dispersed during the occupation. Certain Governments have requested the co-operation of the Office in this matter. The Office has also prepared a plan for the constitution of an International Commission for the location, preservation and repatriation of works of art and historical documents unlawfully removed or exported.

The work of the Office in connection with historical monuments may also be of use in present circumstances. For the use of technicians whose duty it will be to restore monuments damaged during the war, the Office has compiled an *analytical index* of the studies published by it on the preservation and restoration of historical monuments. It has also undertaken to collect international documentation for the preparation of a repertory of monuments and works of art destroyed or damaged by acts of war. This work will constitute an inventory of the artistic impoverishment of the world.

Of all the various bodies attached to the International Museums Office, the *International Centre of Studies on Architecture and Town-planning* is perhaps that which will be called upon to display the greatest activity at the present time. In 1938, this Centre (which was set up in 1937) had, at the request of the Government of the United Kingdom, drawn up regulations for international competitions in architecture, town-planning and the associated arts. It had at the same time taken up a problem about which Government departments and the general public had long felt concern—namely, the conservation of the vestiges of the past and its reconciliation with the demands of modern town-planning. It has also undertaken a comparative survey of the legislative and administrative systems of various countries with regard to town-planning. All these problems are at present of interest to national authorities, more particularly in countries ravaged by war. The Centre has therefore drawn up a complete programme of international studies

to be carried out by meetings of experts and in accordance with the usual methods of work of the International Museums Office.

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Finally, it should be noted that the Governing Body of the International Institute of Intellectual Co-operation, which was convened by its President, held its seventeenth session in Paris on October 25th, 1945. The sixteenth session was held in Geneva in July 1939. The agenda of the seventeenth session comprised a report by the Acting Director on the work of the International Institute from 1940 to 1945 and various administrative and financial questions. Furthermore, a United Nations Conference for the establishment of an Educational and Cultural Organisation is to meet this year in London.

## V. QUESTIONS OF A LEGAL AND ADMINISTRATIVE CHARACTER

### 1. LEGAL QUESTIONS

#### (a) *Registration and Publication of Treaties and International Engagements.*

##### *Registration of Treaties.*

Between May 19th, 1920, and October 1st, 1945, 4,834 treaties and international engagements were submitted for registration.

The Secretariat has also registered a large number of accessions, ratifications and denunciations in respect of treaties previously registered, mainly general conventions.

It is to be observed that the number of treaties registered tended to decrease during the years preceding the second world war. This was due, in the first place, to the fact that several States left the League of Nations and, secondly, to the fact that certain Members of the League to some extent neglected to conform to Article 18 of the Covenant, under which they were bound to register all treaties entered into by them.

It is noteworthy that, during the war years, almost all the treaties received by the Secretariat of the League of Nations for registration and publication were communicated by the British Government and by the Government of the United States of America.

The number of treaties registered in each of the last ten years was as follows :

<i>Year</i>	<i>Number of treaties</i>	<i>Registration Nos.</i>
1936 . . . . .	235	3795 to 4029
1937 . . . . .	209	4030 to 4238
1938 . . . . .	257	4239 to 4495
1939 . . . . .	165	4496 to 4660
1940 . . . . .	94	4661 to 4754
1941 . . . . .	54	4755 to 4808
1942 . . . . .	13	4809 to 4821
1943 . . . . .	1	4822
1944 . . . . .	12	4823 to 4834
1945 . . . . .	0 <sup>1</sup>	

<sup>1</sup> Up to October 1st, 1945.

*Publication of Treaties.*

Notwithstanding the drastic reduction in 1940 of the staff responsible for the registration and publication of treaties, advantage was taken of the war period to bring the publication of registered treaties almost completely up to date.

During the last eight years the publication of treaties has proceeded as follows :

Year	Number of volumes	Nos. of the volumes	Registration Nos. of the treaties
1938 . . . . .	12	175 to 186	4049 to 4327
1939 . . . . .	8	187 to 194	4328 to 4531
1940 . . . . .	4	195 to 198	4532 to 4659
1941 . . . . .	1	199	4660 to 4685
1942 . . . . .	2	200 and 201	4686 to 4731
1943 . . . . .	2	202 and 203	4732 to 4783
1944 . . . . .	1	204	4784 to 4822
1945 . . in preparation		205 and	4823 to 4834

General Index No. 9<sup>1</sup>

Only twelve registered treaties remain to be published.

(b) *Publication of the Twenty-first List of Signatures, Ratifications and Accessions in respect of Agreements and Conventions concluded under the Auspices of the League of Nations.*<sup>2</sup>

The Twentieth List was dated August 28th, 1939. The Twenty-first List, dated July 10th, 1944, is so arranged as to present a general view of the legislative work of the League of Nations since its foundation : this work has been considerable.

The volume is divided into two Books : the first concerns agreements and conventions concluded under the auspices of the League, other than Labour conventions ; these last are dealt with in Book II.

<sup>1</sup> General Index (No. 9) forming a separate volume, will cover Volumes 194-205—i.e., Treaties 4501 *et seq.*

<sup>2</sup> Document C.25.M.25.1943.V Annex. Geneva, July 10th, 1944.

Book I contains two parts :

(a) Part I covers agreements and conventions in respect of which signatures, ratifications and accessions may still be received—i.e., agreements and conventions the position in regard to which may change.

This Part is subdivided into two Headings. The first comprises a chronological table showing in respect of each agreement or convention the number of ratifications, accessions and signatures together with such changes as have occurred since the publication of the previous list. The progress made can thus be seen at a glance. Reference to the table shows that, notwithstanding unfavourable circumstances, various new signatures, ratifications or accessions have been recorded and that, as a result, the number of parties to twenty-three agreements and conventions has increased.

It will be noted, however, that, as regards the Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice, providing for the compulsory jurisdiction of the Court, the number of States bound by the clause has fallen from 38 to 31, owing to the fact that certain expired undertakings have not been renewed.<sup>1</sup>

The second Heading comprises in respect of each agreement or convention a list of States having ratified or acceded to it, a list of those having signed it, and a list of those entitled to sign it.

(b) Part II concerns “Agreements and Conventions in respect of which, in principle, signatures, ratifications and accessions may no longer be received”. This part, which was not contained in earlier editions, is mainly of historical interest.

Book II relates to Labour Conventions.

This too is subdivided into two Headings. The first comprises a chronological table showing the number of accessions in respect of each convention and any changes since the publication of the preceding list.

It will be observed that, since August 1939, twenty-eight ratifications have been deposited in respect of nineteen conventions. Since that date, six Labour conventions have also come into force.

Under the second Heading is given the list of States having acceded to each convention.

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<sup>1</sup> The following countries are concerned : Albania, Belgium, France, Lithuania, Monaco, Peru and Roumania.

(c) *Powers conferred by Conventions on Organs  
of the League of Nations.*

I. During the second half of 1944, a study relating to the “*Powers and Duties conferred on the League of Nations by International Treaties*” was published.<sup>1</sup>

All conventions concluded under the auspices of the League of Nations confer more or less extensive powers on the organs of the League of Nations. The least they do is to entrust the Secretary-General with the receipt of signatures, ratifications, accessions and denunciations and their notification to all Governments concerned. A number of conventions concluded independently of the League of Nations also confer powers on its organs.

Apart from the duties above mentioned in connection with engagements entered into by States and the denunciation of such engagements, the conventions confer a variety of powers on organs of the League. The Council, for instance, may appoint a body which participates in the operation of the convention or supervises its execution, or else it may play a part in the formation of conciliation bodies or arbitral tribunals to deal with disputes regarding the application of the convention, or again it may be entrusted with the duty, in certain circumstances, of calling a conference for the revision of the convention.

It thus appears that the creation of the League of Nations filled a gap in international life, an international institution with general powers being necessary to supervise and facilitate the execution of international conventions.

With a view to post-war reconstruction, it was accordingly thought desirable to issue a brief publication showing the various duties undertaken by the League of Nations in connection with the publication of conventions which, for the most part, seem likely to remain in force.

In this connection, consideration will have to be given to the transfer of the League’s powers to the new international organisation which will take its place.

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<sup>1</sup> This study was prepared, with the assistance of the Secretariat, by Mr. Hugh McKinnon Wood, former member, and for some time Acting Legal Adviser, of the Secretariat (document C.3.M.3.1944.V).

*II. List of Conventions conferring Powers on Organs of the League of Nations, together with the Text of the Relevant Articles.*

This list, prepared by the Secretariat,<sup>1</sup> completes the study described above. Its purpose is to facilitate reference to the actual texts conferring powers on organs of the League and to furnish particulars of the nature of each convention and the position regarding its entry into force.

In each case the following particulars are given :

(i) The date and place of the conclusion of the convention and a bibliographical note indicating where its text is to be found ;

(ii) Whether the convention was concluded under the auspices of the League of Nations or independently of it ;

(iii) Whether the convention is a general one open either to all States, or to all the States of a given continent ; if the convention is not open, a list of signatory States is given ;

(iv) Whether the convention has or has not come into force and, if it has, on what date ;

(v) In the case of conventions concluded under the auspices of the League of Nations, the number of parties on July 10th, 1944, is indicated.

To ascertain the names of parties to these conventions, reference should be made to the Twenty-first List of Signatures, Ratifications and Accessions in respect of Agreements and Conventions concluded under the Auspices of the League of Nations (see document C.25.M.25.1943.V Annex).

In the case of conventions concluded independently of the League of Nations, the number and names of States which have recorded their binding acceptance (by ratification, accession or signature not requiring ratification) are indicated, whenever the information at the disposal of the Secretariat makes it possible to do so.

The conventions are grouped in four chapters :

**Chapter I.—Powers provided for by conventions of a technical nature.**

These are the most numerous category and that whose fate is least dependent on political conditions.

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<sup>1</sup> Document C.100.M.100.1945.V.

**Chapter II.—Powers provided for by conventions concerning the pacific settlement of disputes.**

These powers mainly concern the Permanent Court of International Justice and the General Act for Arbitration of September 26th, 1925.

**Chapter III.—Powers provided for by conventions of a political character.**

The fate of these conventions, which are for the most part bound up with the political system established after the first world war, is very uncertain.

**Chapter IV.—Powers conferred on organs of the League of Nations by the Peace Treaties of 1919, 1920 and 1923.**

Having regard to the number of the provisions to be cited and the character of the instruments containing them, it seemed preferable to group them separately in a single chapter, notwithstanding the fact that they relate to a large number of different matters.

*(d) League of Nations Committees.*

I. A list of League of Nations Committees has been prepared.<sup>1</sup> It comprises about forty Commissions and Committees, not counting their Sub-Committees. Of the Committees existing in 1939, only those have been omitted which, as a result of altered circumstances, have clearly lost their *raison d'être*.

II. The essential particulars are given in regard to each Committee, namely : its origin, character and composition and the method of appointment of its members.

*(i) Origin of Committees.*

League Committees have been set up under decisions either of the Council or of the Assembly, or of both.

Two Commissions were provided for in the Covenant.

Two Committees were provided for by international Conventions.

*(ii) Purpose.*

The Committees are always set up for clearly defined purposes but these vary in scope.

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<sup>1</sup> Document C.99.M.99.1945.V.

(iii) Character of the Committees.

In principle, most Committees are of an advisory character. The exceptions are few in number.

They are composed either of representatives of Governments, or of members appointed in an individual capacity. Committees of the latter type are the more numerous.

(iv) Composition.

As a rule, the membership of Committees is fixed at a number laid down in their standing orders or by the Convention under which they were set up.

(v) Appointment.

Members of Committees — that is to say, either the States designated to be represented on a Committee, or the persons appointed in an individual capacity — were generally appointed by the Council.

Committee members sitting in a personal capacity were as a rule appointed for three years.

(c) *Study of the Legal Status of Women.*

By an Assembly resolution dated September 30th, 1937, it was decided to set up a Committee of Experts to prepare and publish “a comprehensive study. . . . giving full information on the legal status enjoyed by women in the various countries of the world as the result of the provisions of national law and the application of these provisions”.

The study of the various elements of the problem was to be entrusted to the “competent scientific institutes”, which would receive guidance from the Committee. Furthermore, the Assembly made provision for the consultation of women’s international organisations by the Committee.

The Committee held three sessions (April 1938, January 1939, and July 1939). The scientific institutes to which it had recourse were the International Institute for the Unification of Private Law, Rome, the International Institute of Public Law, Paris, and the International Bureau for the Unification of Penal Law, the Institute of Comparative Law, Paris, and the Institute of Comparative Law, Lyons. The Committee also had recourse to Sir N. Sircar, a jurist specialising in Indian law.

At its last session, in July 1939, the Committee considered that every effort should be made to publish the study before the 1941 Assembly, but the war upset these calculations. It would seem that it has put a stop to all the work in progress with the exception of that undertaken by the International Institute for the Unification of Private Law and by Sir N. Sircar.

The International Institute for the Unification of Private Law which had undertaken the most important part of the study—that relating to private law—completed its work in the first half of 1941.

The intention had been that this should be communicated to the Committee of Experts, which, after examining it, would have held it until the publication of the comprehensive study on the legal status of women in all its aspects. Since, however, the Committee could not meet at any date in the near future, and since the completion of the work seemed remote and problematical, the Secretary-General of the International Institute for the Unification of Private Law informed the Secretary-General of the League that he intended to publish the study prepared by the Institute at his own expense and on his own responsibility. The Secretary-General of the League of Nations gave his consent, subject to certain conditions.

Furthermore, on August 1st, 1941, the Secretary-General received the memorandum on Indian Law prepared by Sir N. Sircar, with the assistance of Indian jurists.

Any decision as to the continuation of the work on the subject of the legal status of women will rest with the new international organisation. When the Brazilian proposal that a commission of women should be set up was discussed at the San Francisco Conference, the United States Delegation, among other things, expressed the hope “that the excellent work of the Committee of Jurists appointed by the League of Nations to study the legal status of women throughout the world may be continued in an appropriate form, either as an advisory body to the Economic and Social Council, or as a part of the Commission on Human Rights which this Council is intended to establish”.

## 2. LEAGUE BUDGET

Throughout the war years 1940-1944, the Secretariat has been able to live on its income, the total difference between expenditure and income over these five years being only 141,000 Swiss francs. This achievement was essential, as the average annual collection

of contributions was less than 65% of the amounts due and the approved budget had to be correspondingly curtailed.

It necessitated, however, the exercise of the most drastic economies and the conservative administration of the resources available. In these circumstances, it was possible to maintain only a bare framework of the Secretariat in existence and to concentrate the major part of activities on technical work which seemed vital to future international co-operation, such as the Economic and Financial Organisation, the Transit Organisation, the Health Organisation, the Drug Control organs, etc., on studies likely to be of use in the period of post-war reconstruction, and on the preservation of continuity in the collection of records, statistics and reports.

The *expenditure budget of the Secretariat* for 1945 amounts to 3,126,817 Swiss francs, compared with 16,188,063 Swiss francs for 1939, or 10,771,957 Swiss francs for 1940.

The *general budget of the League*, including the Secretariat and its technical departments, the International Labour Organisation, the Permanent Court of International Justice, the Opium Board, the High Commissioner for Refugees, and the Pensions Fund, amounts for this year (1945) to 14,868,409 Swiss francs, or 46% of the 1939 budget of 32,234,012 Swiss francs. That part of the International Labour Organisation budget (8,513,016 Swiss francs) borne by League Members represents 57% of this year's budget and closely approximates the 1939 budget of 8,394,243 Swiss francs. The International Labour Organisation has, in addition to its normal activities, pursued with increasing intensity the tasks laid upon it by the New York-Washington Conference of 1941 and the Philadelphia Conference of 1944.

The financial position has been fully set out every year in the reports of the Supervisory Commission and in the annual audited accounts. These documents have been distributed to States Members and extra copies are available if desired by certain Governments.

### 3. THE STAFF OF THE SECRETARIAT

On January 1st, 1939, the Secretariat's budget provided for 688 posts, some of which were temporarily unfilled; in addition, a number of temporary officials were paid out of block credits voted for particular purposes. Having regard to these two factors, the effective strength amounted to 654 officials to which must be added

employees (workmen, all-round men, domestic staff, etc.) and about twenty persons paid out of funds placed at the disposal of the League by the Rockefeller Endowment.

The reduction in receipts resulting from the withdrawal of a number of States Members and later from the financial difficulties consequent upon the commencement of hostilities in Europe led to the adoption of a stringent policy of staff reduction to bring the numbers down to a level commensurate with the League's actual resources.

The necessity for carrying out economies had already been apparent to the Assembly in 1938 and it had therefore set up a special committee, which recommended a 20% reduction in the budget. This necessarily involved a reduction in the number of officials and the budget prepared in the spring of 1939 accordingly made provision for only 599 posts, instead of 688. Steps to reduce the establishment to this new level were in progress and on the point of completion when hostilities broke out in Europe.

As a result of mobilisation, a large number of officials (more than 120) of several different nationalities were obliged suddenly to leave their posts and join the forces of their respective countries. Other officials expressed a desire to return home. To meet the situation resulting from these large-scale departures, measures had to be improvised to ensure that the various services should suffer as little as possible. Steps had also to be taken to settle the administrative situation of all these members of the staff, since the Regulations, drawn up for normal times, contained no clause applicable to the emergency which had arisen.

The Secretariat had also to face the inevitable diminution in the resources of the League which the war would entail and the corresponding reduction of its activities. These were also affected by the barriers of every kind which now began to spring up and which included difficulties of postal communications, travelling difficulties which sometimes placed an insurmountable obstacle in the way of committee meetings, and the non-receipt of certain classes of information (statistics, etc.). In these circumstances, it was obvious that further staff reductions, on a scale raising important administrative and budgetary problems, could not be avoided. Such being the case, the 1939 Assembly decided upon certain exceptional measures which are embodied in its Resolution of December 14th. In this connection, it is to be noted that, instead of dealing separately

with the two problems of mobilised officials and volunteers on the one hand and of staff reductions on the other, the Assembly decided to treat them both together and to include the first in the second.

Under the Assembly's resolution of December 14th, 1939, officials who had to relinquish their posts were to be dealt with as follows :

(a) They were given the choice between two possibilities : suspension of their appointments until a final decision could be taken, or resignation with the same benefits as in the case of termination of appointments.

(b) The notice of termination of appointment, fixed by the Regulations at six months, was, however, reduced to one month ; so that the measures decided upon could be put into effect as promptly as possible.

(c) Suspended officials received compensation equal to three months' salary ; they could return to their country of origin at the League's expense ; and they remained members of the Pensions Fund, the League assuming responsibility for their contributions as well as its own.

(d) Officials who resigned, on the other hand, received compensation amounting, in some cases, to one year's salary, payable in four annual instalments (instead of the single payment provided for by the Regulations).

Their rights in the Pensions Fund were also liquidated and, of course, the League bore the cost of their return, with their families, to their countries of origin.

(e) Steps were taken to enable the Pensions Fund to meet both the increased risks which might ensue as a result of the suspension of a part of the staff and the financial problems arising out of large-scale departures of officials.

Thirteen officials considered that the sacrifices imposed on them and more particularly the reduction from six months to one month of the period of notice of termination of their appointments were inconsistent with the terms of their engagement and appealed to the Administrative Tribunal. For reasons beyond its control, that Tribunal has not yet been able to consider their appeals.

As a result of the adoption of the measures above mentioned, the strength of the Secretariat — which still amounted to 586 officials on September 1st, 1939 — fell to 511 by January 1st, 1940, and was further to be reduced to 320 in the following spring.

Unhappily this was not the end. In May 1940, the invasion of the Netherlands, Belgium and France, following that of Denmark and Norway, brought about a situation to which the Secretariat was obliged to adapt itself without delay. From the outset of the war, it had been realised that the Secretariat might be forced to leave Geneva. Since, in such a contingency, it would have been impossible to transfer the whole or even the greater part of the staff and archives to another locality, it had been decided to transfer only a limited number of officials selected from the different services, so that at all events the essential activities might be carried on. The aim, in short, would have been to preserve a nucleus round which the Secretariat might subsequently have been rebuilt. This scheme was kept in mind and adapted to the needs of the moment when Western Europe was occupied. The officials whom this further development made it impossible to retain were dealt with in accordance with the Assembly resolution of December 14th, 1939—*i. e.*, they were given the choice between suspension of their appointment and resignation.

These steps were taken with great rapidity, most of the fresh batch of departures taking place as early as May 17th, 1940. Still further reductions were made during the summer and, on December 31st, 1940, the staff had been reduced to 108 officials (16.5% of the strength on January 1st, 1939). A few isolated departures continued to take place up to the end of 1942, when the number of officials reached its lowest level, namely 99 (15.1%).

The reduction in numbers was accompanied by a corresponding decrease in expenditure on staff, as appears from the following table :

	Numbers on January 1st	Expenditure on salaries Swiss francs
1939	652	7,926,827.75
1940	511	3,236,947.86
1941	108	1,460,284.60
1942	105	1,384,388.64
1943	99	1,486,757.75
1944	102	1,721,613.15

The explanation of the increase in numbers and expenditure since 1943 will be found below.

On the other hand, the reduction in numbers involved temporary expenditure in respect of the compensation on termination of appointment due under the Regulations. The total amount of such compensation from January 1st, 1939, was 5,350,057.40 Swiss francs, of which 1,763,913.80 francs was paid in 1939. Thanks to the Assembly Resolution whereby such compensation was to be paid in annual instalments, the expenditure was spread over a period extending to 1944, thus avoiding the considerable increase which would otherwise have been necessary in the budget for 1940.

It is obvious that such a considerable reduction in the staff of the Secretariat was bound to be attended by serious drawbacks and the efficiency of certain services undoubtedly suffered. The problems confronting some administrative services could indeed only be solved by the re-engagement of certain officials immediately, or almost immediately, after they had resigned (these re-engagements are taken into account in the table given above). The fact that the Secretariat has been able to carry on the activities retained and even to expand some of them is due to the efforts made to turn every official's capacities and time to the fullest account—e.g., by entrusting to a single official functions previously performed by several and by amalgamating services, in a word by rationalising to the utmost limit. It is, however, also due to the devotion to duty and good-will of the whole staff.

To maintain the Secretariat's essential activities, certain precautionary measures had also been taken. Thus, as early as June 1940, part of the Treasury services left Geneva for London and the Treasurer joined them at the end of the year. Certain essential records or a micro-photographic reproduction of them were thus placed in safety.

In August 1940, the greater part of the Department dealing with economic, financial and transit questions was able, thanks to a generous offer, to establish itself at Princeton (New Jersey), where it found the means of carrying on its work. At the end of 1940, with the consent of the United States Government, the greater part of the secretariats of the Permanent Central Opium Board and of the Supervisory Body moved to Washington.

Thanks to these various measures, the Secretariat went on working, and several of the essential organs of international collabora-

ration instituted between the two world wars were preserved from extinction.

Before the end of the war, moreover—at a time, indeed, when this still seemed far distant—there was a certain revival in the Secretariat activities due partly to requests received from Governments and partly to collaboration with intergovernmental organs such as U.N.R.R.A. To begin with, this increase in the work was dealt with by the staff still in the service, but very soon it was unable to meet the demands made on it, and, since 1943, its members have slightly but nevertheless appreciably increased. On September 1st, 1945, the total was 128.

In making these additions to the staff, priority has, with very rare exceptions, been given to such former officials of the Secretariat as were available and apt to perform the work required. It was right that preference should be given to those who had only left the international organisation under the pressure of circumstances. It was, moreover, in the Secretariat's own interests to secure the services of staff which could be utilised at once without requiring the preliminary training which would have been inevitable if fresh sources had been drawn upon. In fixing the salaries of re-engaged officials, all the relevant factors have of course been taken into account and particularly Article 19 of the Pensions Fund Regulations concerning the simultaneous receipt of salary and of benefits from the Fund.

Something must also be said about salaries. At the end of 1939, officials agreed to forgo a percentage of their salaries. This voluntary contribution, which increases progressively to 26% in the case of the highest salaries, relieves the budget and is still in force. In addition, the constant rise in the cost of living has greatly reduced the purchasing power of salaries already reduced by the voluntary contribution. By June 1943 this rise amounted in Geneva to more than 46% on pre-war prices (August 1939). In agreement with the Supervisory Commission, it was accordingly considered indispensable to accord a measure of relief, especially to the lower-salary groups, and a system of temporary increases in salaries was introduced. This measure merely had the effect of compensating the rise in the cost of living to a very limited extent in the case of the lower categories, the middle and higher categories continuing to receive emoluments which were no higher or even less than their 1939 salaries.

With the end of hostilities in Europe and the gradual restoration of means of communication, the reasons for the Secretariat's dispersal among several centres are gradually losing their force and the regrouping of the various services has already begun with the return to Geneva in the spring and summer of 1945 of a number of officials who were on mission in the United States.

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## VI. LIBRARY

On June 30th, 1945, the Library possessed approximately 329,000 volumes (bibliographical units and volumes of periodicals) as compared with 296,000 volumes on April 30th, 1939, and 323,800 at the end of 1943. The considerable cuts in expenditure introduced more particularly from May 1940 entailed a great reduction in purchases and subscriptions and the increase that has taken place in its collections is largely due to the Library's worldwide exchange arrangements. More than 80% of the new acquisitions were received from official sources, in exchange for League of Nations publications or as gifts. Numerous periodicals are sent to the Library with a view to their contents being mentioned in the *Monthly List of Selected Articles*.

The number of publications of which perhaps the Library alone possesses collections continues to grow. Amongst the publications which the Library has succeeded in acquiring, there are many of which only a small number of copies was issued and which are already out of print.

The Library has also endeavoured to obtain reproductions of works issued in a small number of copies in Switzerland or in neighbouring countries, and to procure micro-film copies of collections of rare periodicals. During the war, it has received a number of gifts, more particularly following the dispersal of the collections of international organisations.

### 1. *Collections.*

*Books and pamphlets.*—The collections were increased in 1944 and the first half of 1945 by the addition of 2,293 new volumes, 1,623 of which represented exchanges or gifts (1940-1945, 15,073 volumes, including 12,746 gifts). The Library has regularly received 733 periodicals.

*Official documents.*—1,409 volumes were added to the collections in 1944-45 (9,850 from 1940 to 1945). The Library has regularly

received 187 periodical Government publications and 58 official gazettes.

These figures relate only to publications received in Geneva, and do not include those which are continually being added to the deposits constituted outside Switzerland or are reserved for the Library by institutions with which it has exchange arrangements in a certain number of countries (e.g., Australia, Canada, Italy, United States, the Soviet Union). The Library has begun to transfer such reserved publications to Geneva.

At the same time, the League of Nations mission in Princeton (New Jersey) has assembled large collections mainly of official publications and it will be possible to transfer these also to the Library.

The special work undertaken during the war has included the cataloguing and bringing up to date of the collections of Bank Reports, the making of an inventory of maps, the preliminary classification of the collections of manuscripts relating to the history of the peace movement and the incorporation in the collections of files of daily newspapers from twenty-eight different countries, published in the main since 1939.

Collaboration has continued with the Geneva School of Librarianship, which has sent volunteers to the Library.

The Library's collections are in good condition. It has not been possible to heat the book-stacks since the winter of 1940-41, but the degree of humidity has been constantly watched and the books have not suffered. The work of binding has been pursued.

The duplicates of publications received in several copies, as gifts or by way of exchange, have continued to be incorporated in the collection of duplicates which is now considerable and may be of great value, more especially in consequence of the destruction of books caused by the war.

## *2. Consultations and Publications.*

The Library's activities increased in the early days of the war, owing to the closing of certain important specialised libraries and the transfer of the headquarters of various international institutions to Geneva. Access to its collections had, however, to be limited

from May 15th, 1940, onwards owing to reductions in staff. It has nevertheless made every effort to meet, as far as possible, the requests for permission to consult works in its possession, priority being given to those from official institutions. The number of enquiries in connection with studies which could not have been undertaken without the Library's assistance has greatly increased since 1942 in consequence of the arrival in Switzerland of numerous foreign experts, professors and students, for many of whom the Library was the only institution where publications of their native countries were to be found.

The Library has continued to take part in the activities of the International Federation of Library Associations which, since the beginning of the war, has been concerned chiefly with problems relating to the provision of reading-matter for prisoners of war.

The publication of the *Monthly List of Books catalogued in the Library of the League of Nations*, which had to be suspended in March 1940, has been resumed; an issue, covering the period from April 1940 to December 1944, has recently appeared. It constitutes a selected bibliography of works relating to all matters studied in normal times by the organs of the League of Nations.

The *Monthly List of Selected Articles* has continued to provide a classified guide to recent articles on the social and political sciences. By indexing periodicals appearing in more than forty countries, it reflects the worldwide scope of the documentary material which the Library endeavours to keep available and, during the past few years, it has been the only publication of its kind.

The photostatic service has continued to carry out orders for reproductions of publications which are difficult to obtain or are out of print; many of these reproductions were made for the League of Nations' mission in Princeton.

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The considerable reduction in the staff and in the funds available for purchases has compelled the Library to concentrate on what appeared to be the essential task of keeping up to date collections some of which are unique, and gaps in which, in many cases, could not have been filled later. The figures given at the beginning of this section of the Report are evidence of the satisfactory results obtained, particularly if allowance is made for difficulties of com-

munications, which are a specially serious handicap to the assembling of collections of an international character.

The Library thus offers unique working facilities in many fields, as was desired by the Assembly and by Mr. John D. Rockefeller, Junior, whose generosity not only made possible the erection of the modern and admirably fitted building in which the collections are to-day housed, but has also greatly helped in their development.

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## LEAGUE OF NATIONS PUBLICATIONS

Throughout the period that has elapsed since the last meeting of the Assembly, the Secretariat's publishing activities have proceeded without interruption. Reflecting as they do the League's work in other directions, they have, however, inevitably declined in volume. In 1940, the total number of printed pages fell to approximately one-quarter and, in 1941, to little more than one-tenth of the 1939 output. In subsequent years, however, there has been a marked recovery.

The Publications and Printing Departments have remained permanently at the Secretariat's headquarters in Geneva, whence they have continued to issue a considerable proportion of the League's best-known regular publications, including the *Treaty Series*, the *Monthly Bulletin of Statistics*, the *Statistical Year-Book*, the *Bulletin of the Health Organisation*<sup>1</sup>, the *Weekly Epidemiological Record*, and the *Monthly List of Selected Articles*. With the transfer, in September 1940, of the greater part of the Economic, Financial and Transit Department to Princeton, N. J., and the establishment, in February 1941, of branch offices of the secretariat of the Permanent Central Opium Board and of the Supervisory Body in Washington, D. C., the concentration of the entire publishing activities of the League of Nations in Geneva ceased to be possible and a large proportion of the publications of these bodies was produced in the United States of America.<sup>2</sup>

For similar reasons, the *Report of the Supervisory Commission* and the *League Budget* were, in 1944, printed in Montreal. Other expedients necessitated by war-time transport difficulties were the reproduction of the *Statistical Year-Book 1941/42* and the Acting Secretary-General's *Report on the Work of the League 1942-1943* by the offset process in Princeton and London, respectively. From

<sup>1</sup> With the exception of the English editions of two numbers which were issued in London.

<sup>2</sup> In addition, the English editions of the *Report on the Joint Session of the Financial and Economic Committees*, 1942, and of the Permanent Central Opium Board's *Report to the Council on the Measures to re-establish the Control of Dangerous Drugs in Liberated and Occupied Countries* were printed in London, and the *Statement issued by the Supervisory Body on the Estimated World Requirements of Dangerous Drugs* was printed in Canada for the years 1942, 1943, 1944 and 1945.

January 1943 to September 1945, a parallel edition of the *Monthly Bulletin of Statistics* was, moreover, regularly produced in Princeton, N. J., to facilitate the earlier distribution of this publication in extra-European territories.

It should, however, be noted that, in spite of this dispersion of the Secretariat's publishing activities, the French editions of all publications issued, including those produced in English elsewhere, were published at headquarters in Geneva.

The sale of League publications was even more severely handicapped by war-time conditions than was their production. The sales organisation has nevertheless been preserved, if not intact, at least in all its main essentials. Contact was maintained with the authorised agents in all countries with which communication was still possible and the stocks of many of them have been kept up to approximately their pre-war level. Control both of distribution and of the accounts has remained in the hands of the Publications Department in Geneva, though, in the case of the English editions of the numerous economic studies published in the United States, the Princeton Office has been responsible for the actual work of despatch.

It is worthy of note that interest in League publications has been maintained throughout the period under review and that most of them have commanded a ready sale in all countries to which conditions permitted of their despatch. It is significant that in 1944 sales receipts rose to almost 50% of the 1939 total.

The Review Copy Service, which the Publications Department has maintained and, as far as possible, developed during these years, has provided material for reviews of League publications in the principal newspapers and technical journals of many countries.

The vast wealth of material on a wide range of subjects of permanent interest and importance embodied in earlier official publications of the League can be seen from the *General Catalogue of Publications 1920-1935* and the four *Supplements* issued by the Publications Department covering the years 1936 to 1939. A special *Catalogue of Selected Publications on Economic and Financial Subjects* which may be of immediate interest for post-war reconstruction has been issued separately. The following pages give a list of publications put on sale during the period January 1st, 1940—October 31st, 1945.

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**League of Nations Publications**  
**January 1st, 1940—October 31st, 1945**

*Note.* — The documents the titles of which are followed by an asterisk (\*) contain both English and French texts. In all other cases, documents are published in separate editions in English and in French.

*Periodical Publications.*

	St.	\$
<b>Official Journal</b> , 21st Year, Nos. 1-3, January-February-March 1940 (50 pp.) . . . . .	2/6	0.60
<b>Official Journal : Index to the Official Journal 1939</b> (including Minutes of Council Sessions CIV-CVII) (32 pp.) . . . . .	2/-	0.50
<b>Official Journal : Special Supplement No. 193.</b> Signatures, Ratifications and Accessions in respect of Agreements and Conventions concluded under the Auspices of the League of Nations. Twenty-first List (197 pp.). . . . .	7/6	2.00
<i>(The above Supplement also bears the sales number Ser. L.o.N. P. 1944.V.2. See page 162.)</i>		
<b>Treaty Series.</b> Treaties and International Engagements registered with the Secretariat of the League of Nations:		
Volume CXCV, 1939, Nos. 4532-4566* (500 pp.) . . . . .	15/-	3.75
Volume CXCVI, 1939, Nos. 4567-4600 and Annex XLVIII* (507 pp.) . . . . .	15/-	3.75
Volume CXCVII, 1939, Nos. 4601-4620 and Annex XLIX* (427 pp.) . . . . .	15/-	3.75
Volume CXCVIII, 1939, Nos. 4621-4659* (445 pp.) . . . . .	15/-	3.75
Volume CXCIX, 1939-1940, Nos. 4660-4685* (403 pp.) . . . . .	15/-	3.75
Volume CC, 1940-1941, Nos. 4686-4700 and Annex L* (600 pp.) . . . . .	15/-	3.75
Volume CCI, 1940, Nos. 4701-4731* (422 pp.) . . . . .	15/-	3.75
Volume CCII, 1940, Nos. 4732-4745* (441 pp.) . . . . .	15/-	3.75
Volume CCIII, 1940-1941, Nos. 4746-4783* (443 pp.) . . . . .	15/-	3.75
Volume CCIV, 1941-1943, Nos. 4784-4822 and Annex LI* (470 pp.) . . . . .	15/-	3.75
Special price for any series of twelve consecutive volumes already published . . . . .	£7/10/-	37.50

General Index (Volumes CLXXIII-CXCIII) No. 8.

Treaties Nos. 4001 to 4500 (1936-1939)\* (526 pp.) . . . . .

*Note.* — General Indexes are issued at irregular intervals. Eight General Indexes have so far been published. They are not included in the above special price.

	St.	\$
<b>Monthly Summary of the League of Nations, Volume XX,</b> Nos. 1-2 (January-February 1940) (35 pp.) . . . . .	2/-	0.40
<b>The Health Work of the League of Nations.</b> Thirty-first Session of the Health Committee. <i>Special Supplement</i> to the <i>Monthly Summary of the League of Nations</i> , January 1940 (24 pp.) . . . . .	1/-	0.20
<b>Monthly Bulletin of Statistics :</b>		
Volume XXI, Nos. 1-12, 1940* . . . . .	20/-	5.00
Volume XXII, Nos. 1-12, 1941* . . . . .	20/-	5.00
Volume XXIII, Nos. 1-12, 1942* . . . . .	20/-	5.00
Volume XXIV, Nos. 1-12, 1943* . . . . .	20/-	5.00
Volume XXV, Nos. 1-12, 1944* . . . . .	20/-	5.00
Volume XXVI, Nos. 1-12, 1945* . . . . .	20/-	5.00
Single number . . . . .	1/9	0.45
<b>Health Section of the Secretariat of the League of Nations.</b>		
<b>Epidemiological Report, 19th Year, Statistical Supplement to the Weekly Epidemiological Record :</b>		
1940, No. 1 (R.E.221)* (pp. 1-12) . . . . .	1/-	0.25
1940, No. 2 (R.E.222)* (pp. 13-24) . . . . .	1/-	0.25
1940, No. 3 (R.E.223)* (pp. 25-40) . . . . .	1/-	0.25
1940, No. 4 (R.E.224)* (pp. 41-52) . . . . .	1/-	0.25
1940, No. 5 (R.E.225)* (pp. 53-63) . . . . .	1/-	0.25
<b>Weekly Epidemiological Record :</b>		
15th Year, Nos. 1-52, 1940 (R.H. 723 to 774)* . . . . .	25/-	6.25
16th Year, Nos. 1-52, 1941 (R.H. 775 to 826)* . . . . .	25/-	6.25
17th Year, Nos. 1-53, 1942 (R.H. 827 to 879)* . . . . .	25/-	6.25
18th Year, Nos. 1-52, 1943 (R.H. 880 to 931)* . . . . .	25/-	6.25
19th Year, Nos. 1-52, 1944 (R.H. 932 to 983)* . . . . .	25/-	6.25
20th Year, Nos. 1-52, 1945 (R.H. 984 to 1035)* . . . . .	25/-	6.25
Single number . . . . .	6d.	0.15
<b>Bulletin of the Health Organisation :</b>		
Volume VIII, No. 6, 1939 (pp. 797-912) . . . . .	2/6	0.65
<i>Biological Standardisation IV :</i>		
Enquiry on the Assay of Gas-gangrene Antitoxin (Perfringens) :		
I. Comparative Titrations of Gas-gangrene Antitoxins (Perfringens), by J. Ipsen, Margaret Llewellyn Smith and A. Sordelli.		
II. Comparison of Test Toxins from Various Institutes, by J. Ipsen.		
III. The Antigenic Constitution of Perfringens Toxins produced with Various Strains and Media, by J. Ipsen and R. Davoli.		

**Bulletin of the Health Organisation (continued) :**

St.

**Volume VIII, No. 6, 1939 (continued) :**

IV. The Preparation of Test Toxins suitable for the Assay of Gas-gangrene Antitoxins (*Perfringens*), by J. Ipsen.

A Proposed International Standard for Gas-gangrene Antitoxin (Sordelli), by I. Bengston and J. Ipsen.

Analysis of the Assays of Various Samples of the Gonadotrophic Substance of Urine of Pregnancy, by C. W. Emmens.

Memorandum on the International Standard for the Gonadotrophic Substance of Urine of Pregnancy.

Analysis of the Assays of Various Samples of the Gonadotrophic Substance of Pregnant Mares' Serum, by C. W. Emmens.

Memorandum on the International Standard for the Gonadotrophic Substance of Pregnant Mares' Serum.

Analysis of the Assays of Various Samples of the Lactogenic Substance of the Anterior Pituitary Gland, by C. W. Emmens.

Memorandum on the International Standard for the Lactogenic Substance of the Anterior Pituitary Gland.

**Volume IX, No. 1, 1940 (pp. 1-130) . . . . . 4/- 1.00**

1. *Alcoholism in the Rural Environment*, by Professor G. Szulc.

2. *A Ninth Analytical Review of Reports from Pasteur Institutes on the Results of Anti-rabies Treatment*, by Lieut.-Col. A. G. McKendrick.

3. *Anti-rabic Immunisation: Living Vaccines and Killed Vaccines*, by Professor G. Proca and Dr. S. Bobes.

**Volume IX, No. 2, 1940. Report on Terminology in Malaria (pp. 131-246) . . . . . 4/- 1.00**

Introduction.

Part I. — Commentary :

Section I. — The Malaria Parasites and the Infections to which they give rise.

Section II. — Malaria in the Human Community.

Section III. — Terms applied to the Vector.

Part II. — Glossary.

	St.	\$
<b>Bulletin of the Health Organisation (continued) :</b>		
Volume IX, No. 3, 1940-1941 (pp. 247-369) . . . . .	4/-	1.00
1. <i>The League of Nations Anti-epidemic Work in China in 1939.</i>		
2. <i>The Preventive Vaccination of Dogs against Rabies</i> , by R. Gautier.		
3. <i>Nutritional Research in the Union of South Africa</i> , by E. H. Cluver.		
4. <i>The Poor Rice-eater's Diet</i> , by W. R. Aykroyd.		
5. <i>The Rice Problem</i> , by A. G. van Veen.		
6. <i>The Rice Problem in Thailand.</i>		
7. <i>Dietary Standards for Filipinos.</i>		
Volume IX, No. 4, 1940-1941 (pp. 371-491) . . . . .	4/-	1.00
<i>Biological Standardisation V :</i>		
Vitamins B <sub>1</sub> , D <sub>2</sub> , D <sub>3</sub> and E.		
Tetanus Antitoxin.		
Antivenenes.		
Volume X, No. 1, 1942-1943 (pp. 1-76) . . . . .	4/-	1.00
1. <i>The Present Menace of Typhus Fever in Europe and the Means of combating it</i> , by Y. Biraud.		
2. <i>Contribution to the Study of Metabolism of Vitamin C and its Elimination in the Urine</i> , by F.-M. Messerli.		
Volume X, No. 2, 1942-1943 (pp. 77-154) . . . . .	4/-	1.00
<i>Biological Standardisation VI :</i>		
1. International Biological Standards :		
1a. Some Recent Changes relating to the International Standards for Certain of the Sex Hormones and for Pituitary (Posterior Lobe).		
1b. Memorandum on the Replacement of the Substance of the International Standard for the Oestrus-producing Hormone.		
1c. Memorandum on the Replacement of the Substance of the International Standard for Male Hormones : Androsterone.		
1d. Memorandum on the Replacement of the Substance of the International Standard for the Progestational Hormone of the Corpus Luteum : Progesterone.		

Bulletin of the Health Organisation (*continued*) :

Volume X, No. 2, 1942-1943 (*continued*) :

1e. Memorandum on the Replacement of the Substance of the International Standard Preparation for Pituitary (Posterior Lobe).

1f. Memorandum on the International Preparation of Desiccated Ox Anterior Pituitary Gland.

1g. Appendix to the Memorandum on the International Standard for the Lactogenic (Crop-gland stimulating) Substance of the Anterior Lobe of the Pituitary Gland (Prolactin, Galactin, Mammothropin).

The above submitted by the Department of Biological Standards, the National Institute for Medical Research, Hampstead, London.

2. Standard Preparations for the Assay of the Three Gas-gangrene Antitoxins, *Clostridium perfringens*, *Vibrio Septique* and *Clostridium oedematiens*, by P. Hartley and D. G. Evans.

3. Note on the Complexity of Tetanus Toxin, by Margaret Llewellyn Smith.

4. Observations on the Variable Interactions of Tetanus Toxins and Antitoxins, by G. F. Petrie.

5. Heparin : 5a. The Biological Standardisation of Heparin, by F. C. MacIntosh.

5b. Memorandum on a Provisional International Standard for Heparin (1942), prepared by the Department of Biological Standards, the National Institute for Medical Research, Hampstead, London.

Volume X, No. 3, 1943-1944 \* (pp. [155] 201-556) . . . 4/- 1.00

Polyglot Glossary of Communicable Diseases : Contribution to the International Nomenclature of Diseases, by Y. Biraud.

St. \$

**Bulletin of the Health Organisation (continued) :**

Volume X, No. 4, 1943-1944 (pp. 557-772). . . . .	6/-	1.20
Health in Europe. A Survey of the Epidemic and Nutritional Situation, by Y. Biraud.		
Giroud's Intradermic Test in Typhus Fever Infection. Personal Observations, Techniques, and Possible Applications, by G. Clavero and F. Perez Gallardo.		
Famine Disease and its Treatment in Internment Camps, by J. Weill.		
† Volume XI, 1945. . . . .	6/-	1.50
Bibliography of the Technical Work of the Health Organisation of the League of Nations, 1920-1945.		
† Volume XII, No. 1, 1945/46 . . . . .	5/-	1.25
The Health Organisation and Biological Standardisation (Second Memorandum), by R. Gautier.		
Notes on the International Standards for Antitoxins and Antisera, compiled by Sir Percival Hartley.		
Notes on the International Standards for Drugs, Hormones and Vitamins, compiled by Sir Percival Hartley.		
The Unification of Pharmacopœias. Interim Report of the Technical Committee of Pharmacopœial Experts, May 1945.		

**Chronicle of the Health Organisation :**

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1940, No. 2 (4 pp.) . . . . .	6d.	0.15
1940, No. 3 (11 pp.) . . . . .	6d.	0.15
1940, No. 4 (4 pp.) . . . . .	6d.	0.15
1943, Special number (11 pp.) . . . . .	6d.	0.15
1945, Special number (12 pp.) . . . . .	6d.	0.15

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14th Year, Volume XIV, Nos. 1-12, 1942* . . . . .	15/-	3.50
15th Year, Volume XV, Nos. 1-12, 1943* . . . . .	15/-	3.50
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17th Year, Volume XVII, Nos. 1-12, 1945* . . . . .	20/-	5.00

Subscribers can, on request, be supplied with copies printed on thin paper, on one side only, which can be cut up and used for card indexes on special questions.

† In preparation.

	St.	\$	
<b>Monthly List of Books catalogued in the Library of the League of Nations, 13th Year, Nos. 1-3, January-March 1940*</b> (32 pp.) . . . . .	1/6	0.45	
13th-17th Years, April 1940-December 1944 (547 pp.) *	18/6	4.55	
<b>Chronology of International Treaties and Legislative Measures, 11th Year, Volume XI, Nos. 1-2, December 16th, 1939-February 15th, 1940*</b> (20 pp.) . . . . .	2/-	0.50	
<b>Records of the Twentieth Ordinary Session of the Assembly (December 11th-14th, 1939). Plenary Meetings*</b> (53 pp.)	3/-	0.75	
<b>Fourth Committee (Budgetary and Administrative Questions) of the Assembly. Summary of the Meetings of the December 1939 Session*</b> (66 pp.) . . . . .	3/-	0.75	
<i>Economic, Financial and Transit Department (II.A.).</i>			
<b>Cinquante-deuxième rapport du Commissaire de la Société des Nations en Bulgarie</b> (période juillet-septembre 1939). (French text only) (C.366.M.279.1939.II.A) (Ser. L.o.N. P. 1939.II.A.23) (15 pp.) . . . . .	9d.	0.20	
<b>Raw Materials and Foodstuffs.</b> Production by Countries, 1935 and 1938. (Ser. L.o.N. P. 1939.II.A.24) (75 pp.)	2/6	0.60	
<b>Money and Banking, 1939/40.</b> Volume I. <i>Monetary Review.</i> (Ser. L.o.N. P. 1940.II.A.2/I) (101 pp.) . . . . .	3/-	0.75	
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	Paper covers . . . . .	5/-	1.25
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	Paper covers . . . . .	10/-	2.00
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	St.	\$
<b>World Economic Survey, Tenth Year, 1941/42.</b> (Ser. L.o.N. P. 1942.II.A.5) (198 pp.)		
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Cloth-bound . . .	12/6	3.00
<b>World Economic Survey, Eleventh Issue, 1942/44.</b> (Ser. L.o.N. P. 1945.II.A.4) (299 pp.)		
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Cloth-bound . . .	12/6	3.00
<b>Statistical Year-Book of the League of Nations, 1939/40.</b> (Ser. L.o.N. P. 1940.II.A.3)* (285 pp.)		
In wrappers . . .	10/-	2.50
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<b>Statistical Year-Book of the League of Nations, 1940/41.</b> (Ser. L.o.N. P. 1941.II.A.3)* (271 pp.)		
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